

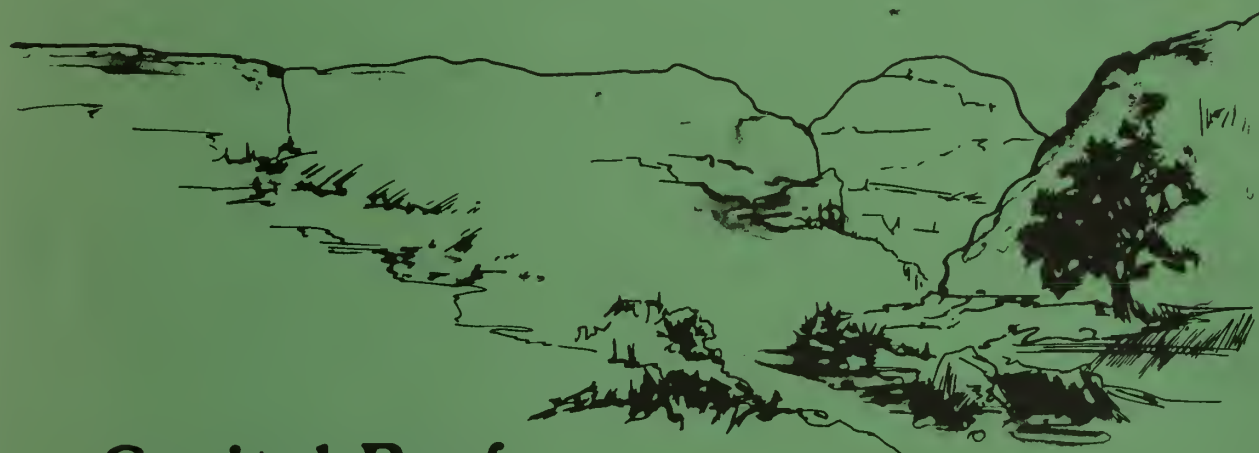
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Capitol Reef National Park

July 1987

Statement for Management

United States Department of the Interior - National Park Service

STATEMENT FOR MANAGEMENT

Definition

The Statement for Management (SFM) provides an up-to-date inventory of the park's condition and an analysis of its problems. It does not involve any prescriptive decisions on future management and use of the park, but it provides a format for evaluating conditions and identifying major issues and information voids.

Recommended by:

/s/ Noel R. Poe, Acting	7/3/87
Superintendent, Capitol Reef National Park	Date

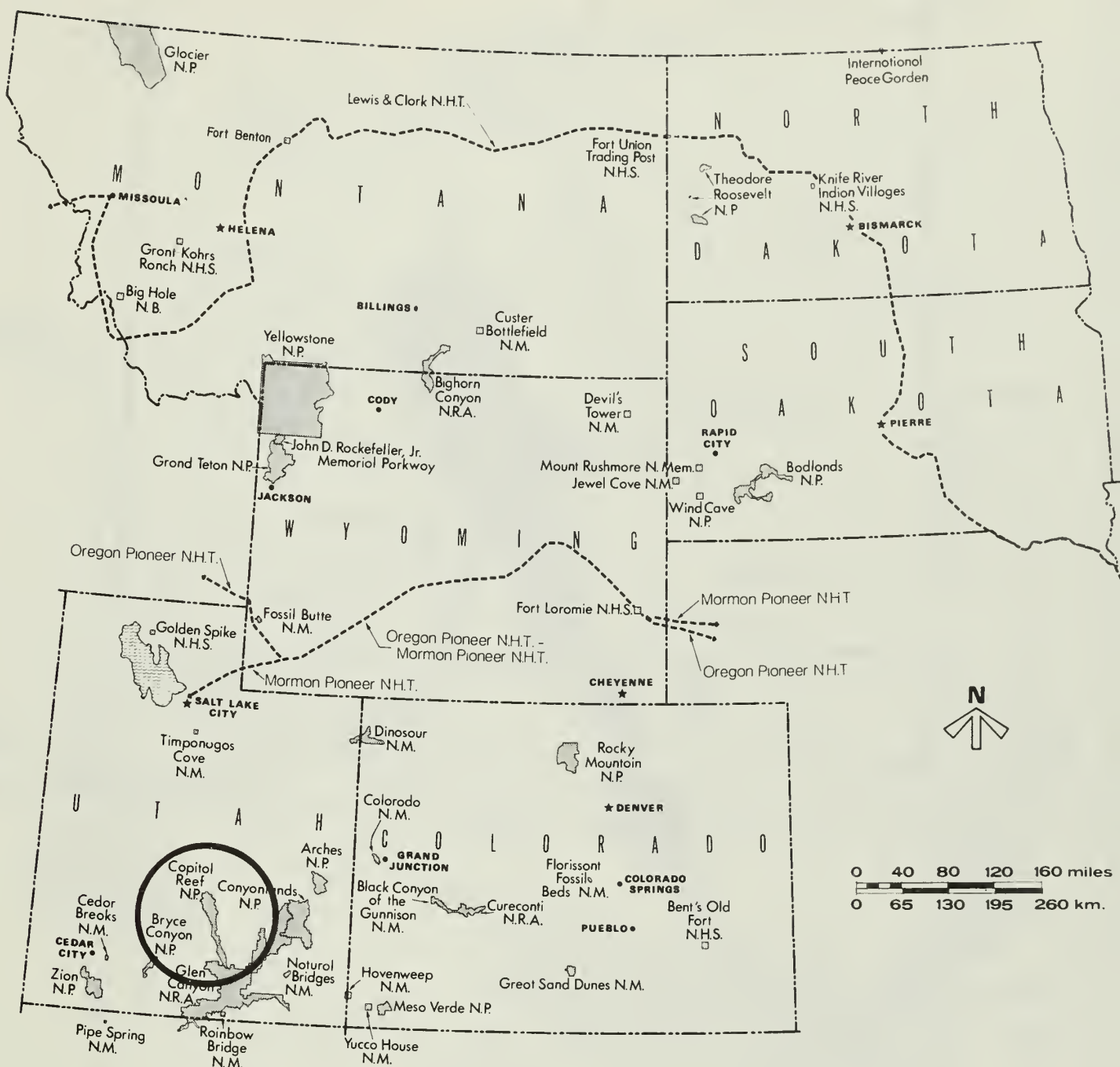
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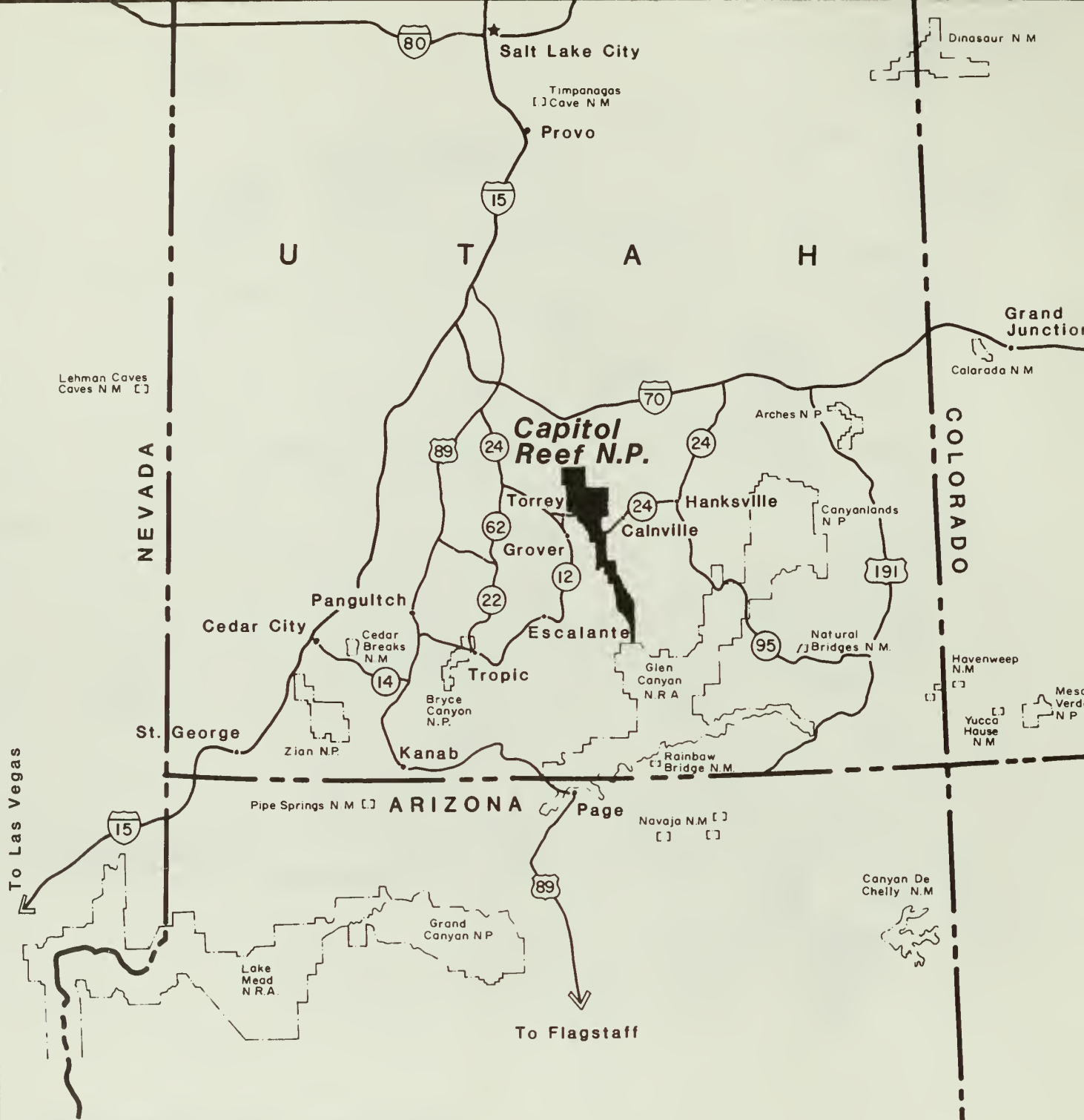
	7/9/87
Regional Director, Rocky Mountain Region	Date

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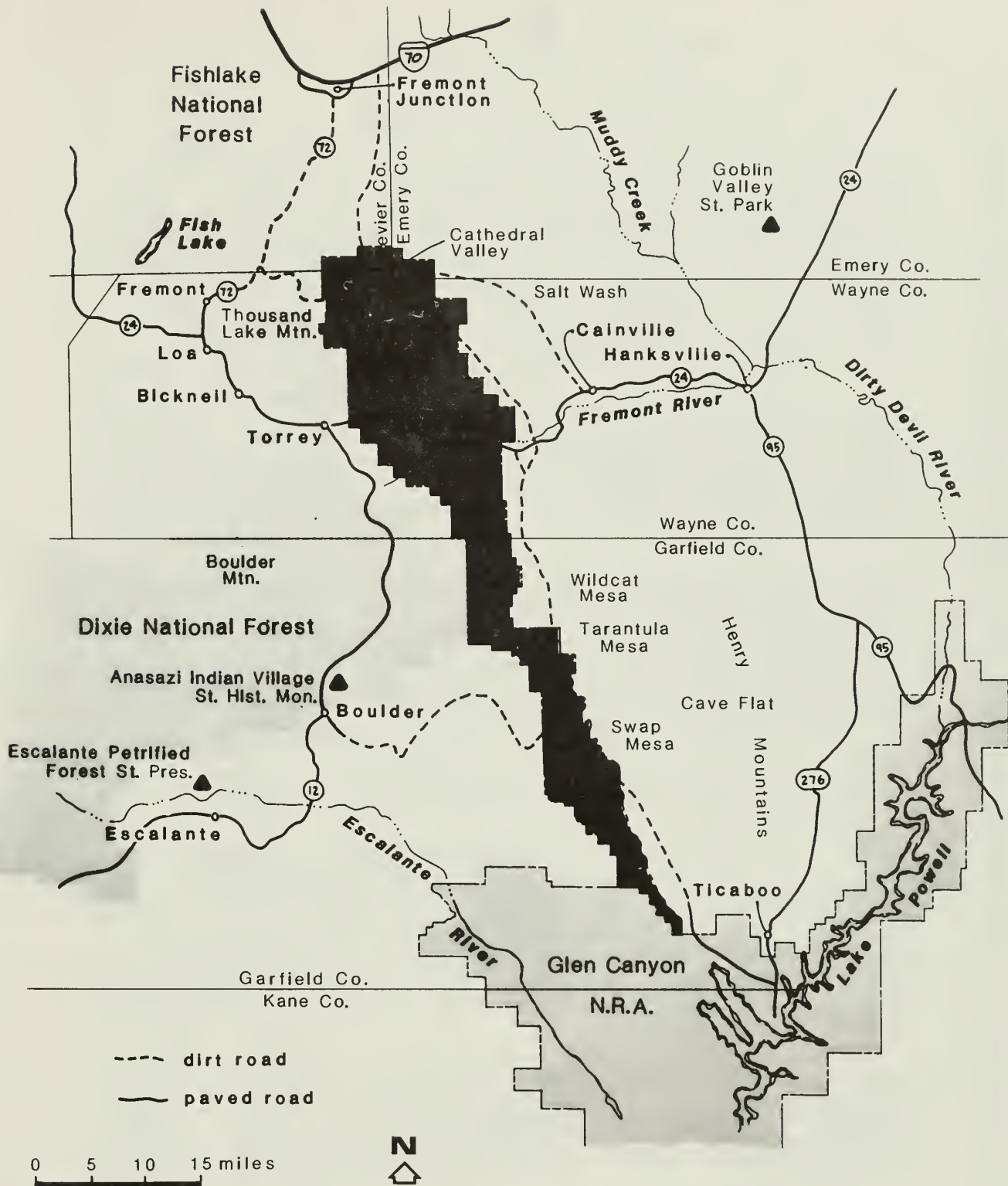




Vicinity Map

Capitol Reef National Park

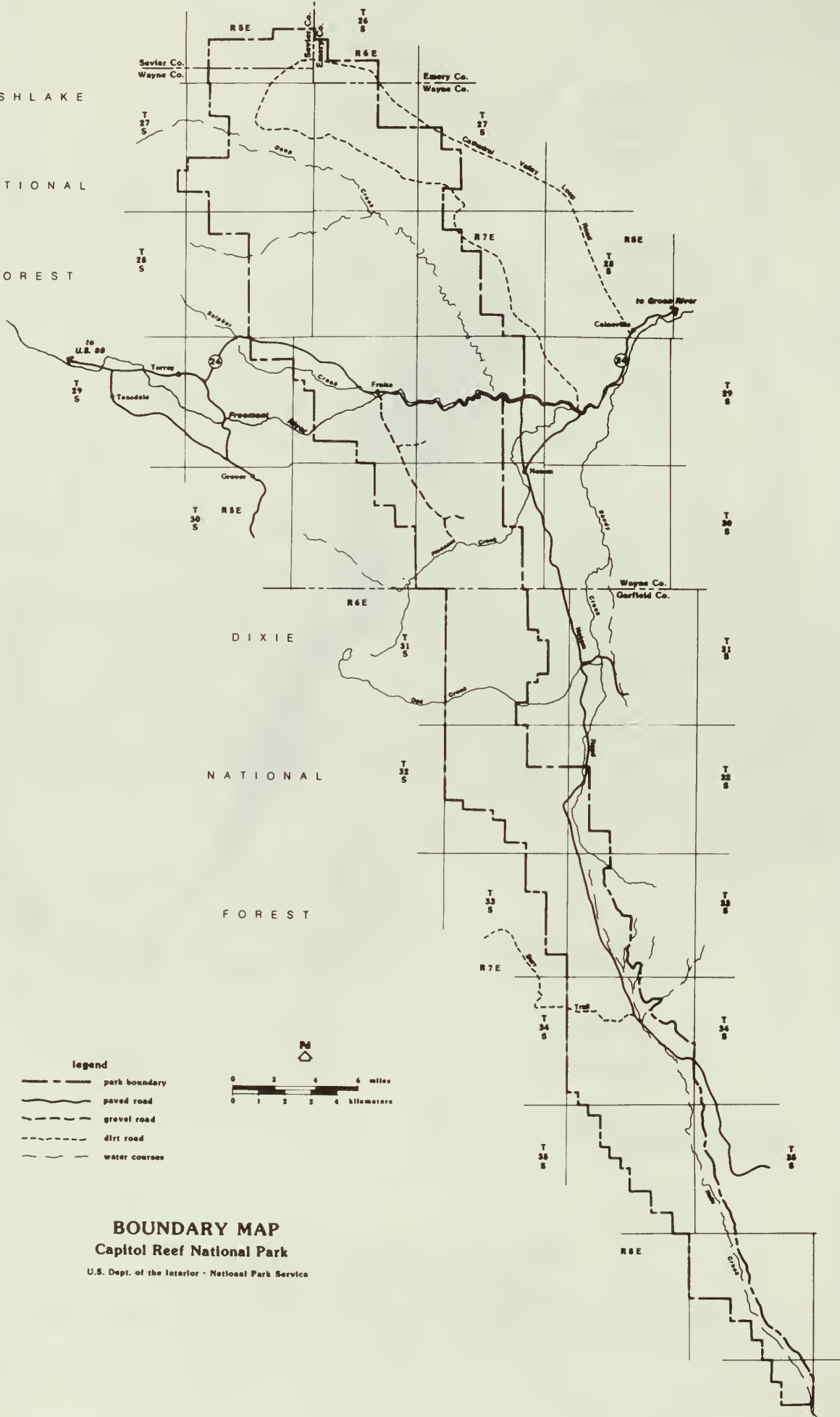
U.S. Dept. of the Interior-National Park Service



Physiographic Vicinity **Capitol Reef National Park**

United States Department of the Interior - National Park Service

FISHLAKE
NATIONAL
FOREST



BOUNDARY MAP **Capitol Reef National Park**

U.S. Dept. of the Interior - National Park Service

I. LOCATION

Capitol Reef National Park is comprised of 241,904.26 acres in the south central Utah counties of Wayne, Garfield, Sevier, and Emery, and lies in the First and Second Congressional Districts (see the Vicinity Map). The park is nearly surrounded by public lands: Dixie and Fishlake National Forests and the Henry Mountain and Escalante Resource Areas, administered by the Bureau of Land Management.

As part of the so-called "golden circle of parks," Capitol Reef is only several hours drive from Zion, Bryce Canyon, Canyonlands, and Arches National Parks; Cedar Breaks, Pipe Springs, Natural Bridges and Rainbow Bridge National Monuments; and Glen Canyon National Recreation Area.

Administratively, the park is divided into two districts--North (Fremont River and Cathedral Valley) and South (Strike Valley). The North District includes the primary auto access, Utah 24, which parallels the river and bisects the park. Most existing facilities and developments lie in this district, which includes Fruita and Pleasant Creek.

The South District has few facilities, and access is by dirt road.

II. PURPOSE AND SIGNIFICANCE

Capitol Reef National Park was authorized by Public Law 92-207 on December 18, 1971. Earlier, it had been given a protected status as "Capitol Reef National Monument" by an August 2, 1937 Presidential Proclamation. Only 37,060 acres were included at that time.

The Presidential Proclamation of 1937 stressed the scientific value of the geology of the Capitol Reef area, a very colorful and scenic portion of the 100-mile long Waterpocket Fold, itself a "monoclinial flexure" in the earth's surface.

The 1971 legislation was silent regarding the significance of the area and said only that the National Park Service (NPS) "...shall administer, protect and develop the park, subject to the provision of the Act entitled, 'An Act to Establish a National Park Service.'" This act, sometimes called the Organic Act, was passed in 1916.

The 1916 Organic Act requires the NPS to conserve a park's scenery, wildlife, natural features, and cultural attributes and to provide for public enjoyment of these resources. By this direct linkage with the Organic Act in 1971, Capitol Reef became much more than an object of scientific curiosity; it was recognized as a national treasure of exceptional scenic qualities, diverse natural systems, and rich historic and prehistoric cultural resources.

As identified in the National Park System Plan, natural park history themes for the Colorado Plateau include sculpture of the land, geologic history, rivers and streams, desert, and dry coniferous forest and woodland. Human history themes and subthemes include the original inhabitants (native villages and communities) and westward expansion (Great Explorers of the West, the Mining Frontier, the Farmer's Frontier).

III. INFLUENCES: INVENTORY AND ANALYSIS

A. Legislative and Administrative Inventory

In a memorandum dated August 13, 1986, the Regional Director, Rocky Mountain Region, authorized the Bureau of Land Management to use motorized equipment within the recommended wilderness of the park, for rehabilitation of "authorized-grazing" stock tanks.

The agreements, permits, executive orders, laws, and other commitments which influence management of the park are summarized on the following chart.

CAPITOL REEF PERMITS

1. Permits and Agreements

TYPE	DESCRIPTION	ENTITY	ISSUED	EXPIRES	EXP?	FILECODE	REMARKS
COOPERATIVE AGREEMENT							
CA	Deputation Agreement NPS and Garfield Co.	Garfield County	08/01/86	07/31/89		A44	Memorandum of deputation betw. NPS & Garfield Co.
CA	Desert Bighorn Introduction	Utah DOW	12/14/83	/ /		A44	COA between CARE and Utah Div. of Wildlife - Southern Region, for introduction of Desert Bighorn into the Waterpocket Fold area of the park. 30 sheep - 10 each in 1983, 1984 & 1985.
CA	CARE/Wayne Co. Fire Protection	Wayne Co.	07/06/84	07/06/89		A44	Fire protection agreement between CARE and Wayne County.
CA	Cooperative Communications Agmt.	Utah Department of Public Safety	07/01/86	06/30/87		A44	Cooperative Agreement with the Utah Dept. of Public Safety for use of radio frequencies.
CA	Radar Maintenance Agreement	Utah Department of Public Safety	07/01/85	07/01/86	Y	A44	Radar Maintenance Agreement between CARE and Utah Dept. of Public Safety. For maintenance of CARE radar equipment.
CA	HIGHWAY U-24	State Highway Commission	05/16/61	/ /		A44	Cooperative Agreement with Utah State Highway Commission for constr. & maintenance of 5.76 miles of U-24. No termination date.

TYPE	DESCRIPTION	ENTITY	ISSUED	EXPIRES	EXP?	FILECODE	REMARKS
CA	Natural History Assoc./NPS	Capitol Reef NHA	01/10/78	10/01/88		A44	Agreement between the NPS and the Capitol Reef Natural History Ass'n., dated March 9, 1978, for provision of interpretive and educational services to the visiting public, Expires Oct. 1, 1988.
	CONCESSION PERMIT						
CP	Sale of Visitor Convenience items	Capitol Reef NHA	11/01/86	09/30/90		C38	
	COMMERCIAL USE LICENSE						
CUL	Guided Trips	Sierra Club Outing Dept.	09/27/86	09/26/88		C38	Sierra Club-sponsored guided outings
CUL	Four-Wheel-Drive Tours	Pine Creek Tours	06/25/86	12/31/87		C38	4-wheel-drive vehicle tours
CUL	Four-Wheel-Drive Tours	Rim Rock Ranch Resort	01/01/84	12/31/85	Y	C38	Commercial Use License for Rim Rock to conduct 4-wheel-drive tours in the park.
	MEMORANDUM OF AGREEMENT						
MOA	Signing & Maint. at Halls Creek	BLM	10/27/82	10/26/87		A44	Memo. of Agreement between NPS (CARE) and BLM (Henry Mt. RA) for signing & maintenance at Halls Cr. Overlook, CARE to provide and maintain signs and visitor service items at the Overlook.

TYPE	DESCRIPTION	ENTITY	ISSUED	EXPIRES	'EXP?	FILECODE	REMARKS
MEMORANDUM OF UNDERSTANDING							
MOU	Annual Operating Plan-NPS/USFS	US Forest Service	06/11/86	/ /		A44	An agreement between various Federal and State fire-fighting agencies in Utah for cooperative fire fighting procedures.
MOU	Hay Cutting	Don Edwards	09/13/86	12/31/86		A44	MOU with Don Edwards of Lyman, UT for the cutting, bailing and stacking of Fruita hay. Edwards gets 60% of the crop; CARE gets 40%.
MOU	BLM/NPS Statewide MOU	BLM	02/01/73	/ /		A44	MOU between NPS and BLM to provide coordination at the field level for management of NPS areas and assoc. BLM public land areas in Utah.
RIGHT OF WAY PERMIT							
ROW	BLM/NPS Radio Site	BLM	12/15/75	/ /		A44	Grant of ROW from BLM to CARE for radio repeater site on Henry Mountains. No expiration. Serial # Utah 29431.
SPECIAL USE PERMIT							
SUP	Livestock Crossing	James O. Wood	03/15/80	03/15/85	Y	L30	Bi-annual trailing, approx. June and Nov. U-24 & Capitol Gorge.

TYPE	DESCRIPTION	ENTITY	ISSUED	EXPIRES	EXP?	FILECODE	REMARKS
SUP	Livestock Crossing	Dyle Williams	03/15/80	03/15/85	Y	L30	Bi-annual trailing, May/June & Oct/Nov. Pleasant Creek Route to Notom Road. Notom Rd. to the Post & S.E. park boundary.
SUP	Livestock Crossing	Dwight Williams	03/15/80	03/15/85	Y	L30	Bi-annual trailing, approx. June and Oct/Nov. Pleasant Creek Route.
SUP	Livestock Crossing	Stanley Wood	03/15/80	03/15/85	Y	L30	Bi-annual trailing, approx. April/June and Oct/Nov. U-24 & Capitol Gorge routes to Notom Road. Notom Rd. to the Post and S.E. Boundary. Also Oak Creek Route.
SUP	Livestock Crossing	Van Taylor	03/15/80	03/15/85	Y	L30	U-24 and Capitol Gorge Routes. Bi-annual, approx. June and Nov. each year.
SUP	Livestock Crossing	Kay Taylor	03/15/80	03/15/85	Y	L30	Oak Cr. and Pleasant Cr. Routes. Bi-annual, approx. May and Oct. each year.
SUP	Livestock Crossing	Evan Taylor	03/15/80	03/15/85	Y	L30	Pleasant Creek Route from Grover to Notom; Notom Rd. to the Post. Annual, approx. Nov. each year.
SUP	Livestock Crossing	Glenn Taft	03/15/80	03/15/85	Y	L30	U-24 & Capitol Gorge Rts to Notom; Notom Rd to Post & SE park boundary. Bi-annual, approx. April June-Oct/Nov. each year.

TYPE	DESCRIPTION	ENTITY	ISSUED	EXPIRES	EXP?	FILECODE	REMARKS
SUP	Livestock Crossing	Richard Pace	03/15/80	03/15/85	Y	L30	U-24 and Grand Wash Routes to South Desert. Also Blue Flats to Thousand Lake Mt. Bi-annual, approx. April-June and Nov. each year.
SUP	Livestock Crossing	Ralph Pace	03/15/80	03/15/85	Y	L30	U-24 and Capitol Gorge Routes. Bi-annual, approx. May-June and Sept-Oct. each year.
SUP	Livestock Crossing	Don Pace	03/15/80	03/15/85	Y	L30	U-24 and Grand Wash routes to South Desert. Blue Flats to Alkali Spring to Thousand Lake Mt. Bi-annual, approx. May-June and Oct-Nov. each year.
SUP	Livestock Crossing	Elwood Morrell	03/15/80	03/15/85	Y	L30	U-24 and Capitol Gorge Routes. Bi-annual, Approx. Apr/Nov.each yr.
SUP	Livestock Crossing	Keith Durfey	03/15/80	03/15/85	Y	L30	U-24 and Capitol Gorge or Pleasant Cr. Routes. Bi-annual, approx. April-June and Oct.-Nov. each year.
SUP	Livestock Crossing	Guy Coombs	03/15/80	03/15/85	Y	L30	U-24 and Capitol Gorge Routes. Bi-annual, approx. March and Nov. each year.
SUP	Livestock Crossing	Otto Brinkerhoff	03/15/80	03/15/85	Y	L30	Pleasant Cr. Route via South Draw and Tantalus Flat. Bi-annual, approx. May-June;Oct.-Nov.ea.yr.

TYPE	DESCRIPTION	ENTITY	ISSUED	EXPIRES	EXP?	FILECODE	REMARKS
SUP	Livestock Crossing	Arthur Brian	03/15/80	03/15/85	Y	L30	U-24 and Capitol Gorge Routes. Bi-annual, approx. June and Nov. each year.
SUP	Livestock Crossing	William Black	03/15/80	03/15/85	Y	L30	Pleasant Cr. Route to Notom Rd; Notom Rd. to the Post and SE park boundary. Bi-annual, May-June and Oct. each year.
SUP	Livestock Crossing	Maven Bagley	03/15/80	03/15/85	Y	L30	U-24 and Capitol Gorge routes. Bi-annual, approx. June and Nov./Dec. each year.
SUP	Radio Repeater Site	Dixie National Forest	10/01/82	10/01/92		L30	For USFS radio repeater located near Buck Point /Tantulus Flat.
SUP	Right-of-way for U-24	State Highway Commission	05/08/68	05/08/88		L30	A right-of-way for U-24 through CARE. For operation and & maintenance of highway.
SUP	Telephone	Mtn Sts. tphone	08/01/68	07/31/88		L30	Agreement with Mountain States Telephone for running cable through park.
SUP	Honeybee Colonies	Jerry Blackburn	11/16/82	09/30/86		L30	For placing up to 30 hives of honeybees in Fruita historic orchard area.
SUP	Electric Transmission Line	Garkane Power Association	06/07/77	06/07/87		L30	A ROW for electric transmission line fm w.boundary of Park to HQ area. 69 KV circuit and substation.

2. Statutes and Regulations (most significant)

a. Title 16, U.S. Code contains all statutes applying to the protection of national park areas and establishes the NPS as protector of these lands.

b. Public Law 92-207 (1971) created Capitol Reef National Park and recognized the perpetual right of stockmen to use the traditional trailways in the park, as well as gradually-to-be-phased-out grazing privileges.

c. Public Law 97-341 (1982) required the extension of existing grazing to December 31, 1994, and called for a contract with the National Academy of Sciences to study the impact of grazing on park lands. The study is to be completed by 1994 and will presumably be the basis of further legislation by Congress regarding grazing within Capitol Reef National Park. Studies are underway.

d. The BLM administers grazing on approximately 190,000 acres (80 percent) of Capitol Reef through a Memorandum of Understanding with the NPS. Grazing is administered through the provisions of the Taylor Grazing Act of 1934 and the Federal Land Policy and Management Act of 1976 and regulations promulgated to implement them.

e. Public Law 89-665 (1966), the National Historic Preservation Act, attempts to bring order to the management of historic properties administered by Federal agencies. The law prevents removal of any structure with possible historic significance. At present, a series of internal administrative policies, promulgated as a result of PL 89-665, closely guide park managers in their care of historic (or potentially historic) manmade structures and/or environments.

f. In regulation enforcement, the NPS exercises a limited "proprietary jurisdiction"--but not sovereignty--over federally-owned lands within Capitol Reef National Park. Administrative law regulations, codified under Title 36, Code of Federal Regulations (CFR 36), have been promulgated under the provisions of statutes codified in Title 16, United States Code. Violations of these regulations are misdemeanors; the maximum penalty found in CFR 36 for commission of an offense is 6 months in prison plus a \$500 fine. With some exceptions, park enforcement personnel administer only the CFR 36 and are not generally empowered to make felony arrests on park lands. As far as most felonious

criminal activity is concerned, State and local authorities retain the responsibility for prevention and enforcement within Capitol Reef National Park, not the Federal Government. The park has a cooperative law enforcement agreement with Garfield County, but no formal agreement exists with Wayne, Sevier or Emery Counties.

g. Public Law 96-95 (1979) the Archeological Resources Protection Act of 1979, requires the manager of federally-owned lands, among other provisions, to withhold information regarding archeological sites unless he is convinced that no harm to the archeological resource will result. It established civil as well as criminal penalties for damaging archeological resources.

h. The Clean Air Act provides the primary authority for protecting and enhancing the nation's air quality. In 1977, Congress amended the Act to prevent the significant deterioration of air quality in clean air areas of the United States and to protect visibility in mandatory class I areas, including Capitol Reef. The primary Federal responsibility is to provide technical and financial assistance to State and local governments, who have the responsibility to develop and execute air pollution prevention and control programs. The Federal land manager (the Secretary of the Interior) and the Superintendent have an affirmative responsibility under the Act to protect the air quality-related values of the park from air pollution impacts. Air quality-related values include visibility, plants, animals, water quality, historic and cultural resources, and other resources which could be impacted by air pollution.

Section 165, paragraph (d)(2)(C)(ii) of the Clean Air Act reads as follows: "In any case where the Federal Land Manager demonstrates to the satisfaction of the State that the emissions from such (major emitting) facility will have an adverse impact on the air quality-related values (including visibility) of such lands, notwithstanding the fact that the change in air quality resulting from emissions from such facility will not cause or contribute to concentrations which exceed the maximum allowable increases for a class I area, a permit (for construction) shall not be issued." The park staff, with the assistance of the NPS Air Quality Division, will review appropriate permit applications to determine possible air pollution impacts on the park's air quality-related values.

In Section 169A, Congress declared a national visibility goal of preventing future and remedying existing visibility impairment in class I areas in which the impairment results from manmade air pollution. The Federal land manager has certified to the Environmental Protection Agency (EPA) that there is existing visibility impairment within the park caused by uniform haze. EPA has published regulations which require States to develop programs to make reasonable progress toward the national goal, but the regulations primarily address visibility impairment which is reasonably attributable to a specific source or small group of sources. The National Park Service will continue to work closely and cooperatively with the EPA and State to ensure development of emission control strategies needed to eliminate existing, and prevent future visibility impairment at Capitol Reef.

3. Executive Orders (most significant)

a. Executive Order 11988, "Floodplain Management," requires that the Federal land manager carefully consider the existence of 100-year flood plains before the construction of public use facilities. Such a flood plain exists near the Fremont River in Fruita and affects planning for visitor use facilities there. The NPS guidelines to implement this Executive Order were published and later amended in Federal Registers "45FR35916 and 47FR36718" respectively. These guidelines also contain restrictions to development in areas subject to "flash floods" and restrictions to "critical actions" within the 500-year floodplain.

4. Other Legislative or Administrative Constraints

a. A commercial oil and gas lease exists on Sec. 18, R9E, T36S of federally-owned park land and is held by Viking Exploration, Inc. This lease predates the establishment of the park and was applied for when the lands were still under BLM administration.

b. There are numerous constraints associated with the existence of State-owned school sections within the boundary, and these sections are discussed in detail in III, C, 1, a.

c. The NPS is constrained from managing the lands of a life estate at Pleasant Creek (13.13 acres) and a private parcel in Fruita (0.42 acres). See III, C, 1, for more details.

d. With few exceptions, all preexisting mining claims on park-owned lands have undergone review and were found to be invalid. Four mining claims (Ecology 265, 267, 269, and 271) comprising 15 acres are partially within the park. The validity of these claims is presently being examined by NPS and BLM.

e. The NPS has recommended to Congress over 90 percent of the park for legislative designation as wilderness. Although there has been no action by Congress to so designate the area, current NPS policy requires a park manager to administer recommended wilderness lands as if they were a congressionally-designated Wilderness Area.

B. Resources

1. Geologic and Scenic

From the air, the 100-mile-long, labyrinthine sprawl of the Waterpocket Fold would tell even the disinterested airline passenger that something happened to the earth's crust here on a grand scale. More than 70 miles of the fold--a highly eroded jumble of cliffs, domes, and canyons--lies within Capitol Reef National Park and comprises its predominant feature. Donald S. Follows, writing for "National Parks and Conservation" magazine, masterfully blended the geologic and scenic values of the park.

"The three scenic sections along the Fold have so much of interest to offer that at first one might think that there is, on the whole, no unity of theme; but the great monocline finally links all together. Each section has its own important story to tell about the genesis of the region so perhaps we might take a trip from north to south and think of the three divisions as the Cathedral Section, the Escarpment Section, and the Monocline Section.

"THE CATHEDRAL SECTION: A three-part drainage system of deep troughs and hogback ridges parallels the northeast exposure of the Fold. The South Desert, Hartnet Desert, and Middle Desert make up the three long troughs of the drainage. Middle Desert is farthest east, its upper portion being known as Cathedral Valley after the sandstone monoliths found there. The few dirt roads that exist in the Middle Desert section are suited only to four-wheel-drive vehicles. The

cathedrals are 500-foot erosional remnants of Entrada Sandstone that rise like sharks' teeth from a flat desert floor. Contrasted with their surroundings, the bright stone spires seem even larger than they are. This cathedral-making Entrada Sandstone is a fine-grained, reddish-brown rock of late Jurassic Age, which means--if remote geological time means anything to humans--that it is more than 150 million years old.

"Because the Entrada is relatively soft, it erodes rather rapidly except where a harder, younger formation over it acts like a shield to protect it from decay. Most of the cathedrals have lost their harder protective covering and stand exposed not far from the base of the mother escarpment. Their geological fate is a slow reduction to the level on which they stand.

The lower cathedral group occupies an area about the size of a modern shopping center. In it, four monoliths dominate the foreground. An amphitheater of pillared cliffs forms a backdrop of color, a little reminiscent of Bryce Canyon National Park, but in a setting in which the pinnacles have never been fully defined. Shadowed maroon and golden-brown colors play across the land to compliment the Temple of the Sun, Temple of the Moon, and two lesser cathedrals called the Temple of the Stars.

"The flats to the east, commanded by stone monarchs, are as awesome as they are lonely. Dark ridges define the far horizon. Somewhere among the low growing shrubs of the desert community an antelope ground squirrel darts toward shelter. The alkaline snowflakes that well to the surface of the ground near dry washes compete for notice with glimmering gypsum crystals. Sand, sky and cathedrals seem hostile to life in this nearly non-living environment. To truly measure the immensity of a cathedral, man's own measure must lie against it. Inches and feet have false meanings here. Walk out and cast your shadow before the Temple of the Sun to learn about relative sizes.

"During the fairly recent geological past, the earth of this region was restless and violent. Volcanoes were active over parts of the Colorado Plateau and molten masses of rock oozed from

hidden fissures to coat adjacent plateaus. But molten rock did not always arrive at the surface of the ground. As it welled up from an unknown melting pot, it forced its way into the more easily penetrated zones of deeply buried sandstones. Just east of the cathedrals is Black Mountain which serves as a focal point for the story of igneous intrusion in this section. Charcoal ridges radiate from the red mesa whose upper reaches are scored with dark basalt long solidified into dikes and sills. The violence that went on during the development of the Waterpocket Fold is best told by the Black Mountain and Cathedral area.

"THE ESCARPMENT SECTION: The Escarpment Section occupies the area along Highway 24 and the Scenic Drive where 20 miles of sun-soaked cliff tip back in magnificent color. Delicate pink and glimmering white coalesce across splattered walls of orange and ocher sandstone. A thousand feet above the Fremont River domes of Navajo Sandstone seem bleached against the glow of underlying rocks. This is the home of the great Wingate Sandstone cliff as well, and its colorful counterparts whose rocks date back into the Middle Ages of geology.

"THE MONOCLINE SECTION: Thirty miles south of the highway the Waterpocket Fold tightens to a banded ribbon that snakes toward the huge reservoir that has formed behind the Glen Canyon Dam on the Colorado. A dirt road parallels this eastern edge of the Fold all the way to Bullfrog Basin, but it is subject to flash floods and can close rapidly. The steeply dipping beds of the monocline may best be seen as the road winds down valleys and over hogback ridges. Across the way the Henry Mountains loom distantly in their own wilderness, the last mountain range in the United States to be named.

"From Big Thompson Mesa one may look straight across into the side of the tilted sandstones. A deep valley--called "The Gulch" by cowboys--separates the mesa from the 1,500 foot high monocline which here reminds one of a monstrous breaker dashing in from the sea. Half-moons of sandwiched sandstones roll from the top of the Fold to disappear on the floor of the Gulch several hundred feet below. Arranged in the

neat slabs of a Stone Age notebook, the rock units here cross 125 million years of geologic time in brilliant yellow, lavender, maroon, and orange, while each twisted canyon slices a cross section that reveals the inner structure of the Fold."

The geologic features are the stunningly scenic, primary resources of Capitol Reef National Park, but there are other resources--both cultural and natural--that are also of major importance.

2. Prehistory

The park's archeological resources include extensive rock art panels, habitation sites, granaries, quarry areas, chipping areas, campsites, and artifacts associated chiefly with occupation by the Southern San Rafael variant of the Fremont Culture from about A.D. 600 to A.D. 1275. Occupation/use of the area, to a much more limited extent by Anasazi Culture representatives, contemporary with the Fremont Culture, is evidenced by sparse site distribution south of the Capitol Gorge area. Barrier Canyon style rock art of archaic age (pre-Fremont Culture) has a limited presence at Paradise Flats and Pleasant Creek. A scattering of post-Fremont Culture, Southern Paiute rock art is also found in the park.

Capitol Reef National Park may be the only unit of the National Park System where extensive Fremont Culture occupational relics are found in such profusion. In a real sense, the archeological resources of Capitol Reef National Park are unique, and the Fremont River Canyon is the "type locale" for the Fremont Culture, since archeologists first identified the culture there.

In an attempt to help people conceptualize the Fremont Culture in relationship to the better-known cliff-dwelling builders of the Anasazi Culture, they have sometimes been referred to as "country cousins" of the Anasazi, although in a few ways, the Fremont Culture seems to have been more sophisticated. For most park visitors, the extensive panels of rock art found in profusion near watercourses are the most compelling legacy of the Fremont Culture to contemporary man.

3. History

The historic resource is comprised of historic landscapes, structures, trace trails, and objects

associated with settlement of one of the remotest reaches of the intermountain west--the Fremont River. The story of Fruita, a tiny Mormon oasis community isolated, from the time of its settlement in 1881 until the establishment of Capitol Reef National Monument in 1937, is the geographical focus of the resource and a microcosm of the distinctive, pre-World War II rural culture of southern Utah.

Junction was settled in 1881 and lay along the Fremont River with the abortive (or near-abortive) settlements of Blue Valley, Elephant, Caineville, Alrich, Clifton, and Hanksville. In part, this settlement effort comprised the last drive by the Church of Jesus Christ of Latter-Day Saints (the Mormons) to lay de facto claim to the most remote reaches of Zion.

Because of an advantage in elevation, Junction was spared the full impact of the repeated flooding of the early 20th century. Most of the other communities--also populated by pioneers no less determined and resourceful--were devastated again and again, and many were abandoned. In 1901, the settlement was renamed Fruita because an older settlement had held the name Junction first. The lush orchards made Fruita a likely nickname, and 2,500 trees remain today, forming a key element of the historic scene. Other elements of this scene include the Pendleton-Gifford Farmstead, Smith Implement Shed, and the Fruita Schoolhouse.

With the recognition of Fruita's historic values, the need to be sensitive to the historic scene has become important. A plan is under preparation to identify objectives for the historic scene and to chart directions for softening the visual impacts of nonhistoric buildings in the Fruita area.

Most historic period resources are clustered in the Fruita area, but a few lie elsewhere in the park. The sandstone Behunin Cabin lies about 6 miles east of Fruita on the narrow Fremont River flood plain. About 12 miles south of Fruita is the site of Floral Ranch, built by Mormon pioneer Ephraim K. Hanks. A pioneer trail once crossed the Waterpocket Fold through Muley Twist Canyon, 45 miles south of the Fremont River.

4. Wildlife

There are approximately 296 species of animals known to inhabit Capitol Reef National Park (including mammals,

birds, reptiles, amphibians, fish, and insects). The most frequently seen of these are the birds, small mammals, and reptiles. The most commonly seen large mammal is the mule deer. Other mammals that are sometimes seen are the ring-tailed cat, badger, fox, coyote, bobcat, and mountain lion. The rare spotted bat has a distribution that includes Capitol Reef, but has not been documented as yet.

The more common birds observed in the park include the raven, robin, blackbird, red-tailed hawk, golden eagle, sparrow hawk, mourning dove, white-throated swift, and various swallows. Occasionally, bald eagles are seen in the park, but are more commonly seen west of the park in the Sevier River Valley. The relatively rare spotted owl has been sighted in the park and is known to nest in the Shinob Canyon area. Peregrine falcons have been documented nesting in the park in at least three separate locations.

Between 1984 and 1985, the park transplanted 30 desert bighorn sheep from Canyonlands National Park to the south end of Capitol Reef (Hall's Creek area). The desert bighorn is a native animal to the Capitol Reef area but was extirpated by the mid 1940's, due to uncontrolled hunting and disease (transmitted by domestic livestock). The park initiated a research program in 1985 to assess the effectiveness of the transplant. Although still ongoing, the research has shown the transplant to be a success. Future transplant sites are currently being evaluated.

5. Plants

Nearly 700 plant species are known to exist at Capitol Reef National Park. The distribution of these plants is governed by many environmental factors, including the availability of moisture, extremes of heat and cold, and the substrate, i.e., soils. Elevation, slope, aspect and drainage patterns can also have an influence on their distribution.

Ten officially-listed threatened, endangered, or "candidate" species have been found in the park. Capitol Reef is unique on the Colorado Plateau in having such a high number of special-status species. The species included in the categories described above are the following:

Endangered
Wright's fish-hook cactus
Maguire daisy

Threatened

Jones cycladenia
Last chance daisy

Candidates for listing

Rabbit Valley gilia
Barneby schoencrambe
Winkler pincushion cactus
Beck's cymopterus
Harrison milk vetch

At this time, nine nonriparian and six riparian vegetation community types have been identified. The nonriparian types include the following:

Shrubland with mixed grass
Slickrock woodland
Barrens
Agriculture
Badlands woodland
Shrub-woodland
Woodland
Grassland
Disturbed

At the lower elevations, the shrubland is a common plant community type; it being composed of any number of the following species, depending upon the exact location in the park:

Greasewood
Russian thistle
Mat Saltbush
Snakeweed
Rabbit brush
Inkweed
Big sagebrush
Mound saltbush
Indian ricegrass
Mormon tea
Alkali Sacaton
Shad scale
Purple sage
Sand sagebrush
Fourwing saltbrush

Cheatgrass, Russian thistle, and Six Weeks Fescue are common invaders of the shrubland and grassland vegetation types throughout the park.

There is a gradual transition from the dry desert

shrubland communities on the eastern side of the park to the more wooded pinyon-juniper communities (e.g., slickrock woodlands) found on the reef at higher elevations (6,000 - 7,000 ft) to the west. The higher elevations are more conducive to tree growth because of higher precipitation rates and cooler temperatures. Other species growing in the pinyon-juniper communities are cliffrose, bigelow sagebrush, whitebark rabbit brush, little leaf mountain mahogany, squawbush, etc..

The more heavily-vegetated areas are the riparian zones that occur along the five perennial water courses found in the park. The vegetation here is made up of species that would not otherwise survive were it not for the constant supply of water.

Ongoing botanical research will define all the park plant communities in detail. This work is expected to be completed by 1988.

6. Water

Four perennial watercourses (Oak Creek, Sulphur Creek, Polk Creek, and the Fremont River) flow through the park (and the Waterpocket Fold) in an easterly direction from Boulder and Thousand Lake Mountains. One additional perennial watercourse, Hall's Creek in the far south end of the park, flows south along the eastern edge of the Waterpocket Fold.

Flows in the Fremont River fluctuate according to season. Flows range from a mean high of 144 cubic feet-per-second (cfs) in April, to a mean low in July of 67 cfs. Flood flows have reached as high as 8,800 cfs (on July 24, 1984). The four creeks have substantially lesser flows than the Fremont River. Other drainages in the park are usually dry for long periods until excessive local rains cause flooding. A large number of seeps, springs, and perennial waterpockets exist in the park but are only partially cataloged at this time.

Water quality information is limited but is being defined more clearly at this time. The natural water quality of the four perennial water courses and some of the lower waterpockets within the reef is low, i.e., high bacterial counts. This being due to the use of the water by livestock. High in the reef, however, in areas not accessible to livestock, water quality has been shown to be excellent. The Fremont River is used for the park's culinary water supply. All water used

for this purpose is treated before use (filtered and chlorinated).

The Fruita area of the park was formerly under private ownership and the water rights associated with it predate the establishment of Capitol Reef National Monument in 1937. Sixty-four claims, mostly private, are extant on the various park waters. These claims are used primarily for watering stock and for irrigation. The National Park Service has right to water on Sulphur Creek (1 cfs), Pleasant Creek (.925 cfs), and on the Fremont River (7.65 cfs). The water rights picture in and around Capitol Reef is not clear, however. There is some question as to ownership of springs in the backcountry as well as some of the perennial streams.

7. Soils, Climate, and Air Quality

Generally, the climate of the park is mostly dry with cool/cold winters and warm/hot summers. The hottest month is July with a mean high temperature of 91° F; the coldest month is January with a mean low temperature of 18°F. The overall average precipitation is approximately 7 inches per year; the highest precipitation month is August with a mean of 1.15 inches, and the lowest precipitation comes in February with precipitation averaging .20 inches.

The soils of the park have not been specifically defined as yet. The steep terrain and relentless erosion allow for little or no soil development in many places. In some of the wide stream valleys, however, deep alluvial soils have become established. This establishment is primarily due to the fact that these streams flow through soft and easily-eroded geologic substrates, i.e., Entrada Sandstone.

The park has identified scenic views extending beyond park boundaries that are nevertheless part of the park experience and worthy of protection. These views, identified below, can be seen from Halls Creek Overlook, Panorama Point, South Desert Overlook, and West Boundary (Burr Trail). Park managers will participate in regulatory decisions (e.g., air quality permits, plans, and rules) and work cooperatively with State and private interests to resolve air quality-related resource conflicts and ensure that identified vistas (and any future vistas similarly identified) are adequately protected.

SCENIC VISTAS

The following scenic views which extend beyond the park boundaries have been identified as part of the park experience and worthy of protection:

<u>OBSERVATION POINT</u>	<u>VIEW POINT</u>	<u>KEY FEATURES</u>	<u>ALSO VIEWED FROM</u>
Halls Creek Overlook	0°-300°	Henry Mountains Bears Ears (Abajo Mtns.) Big Thomson Mesa Clay Hills	Burr Trail--West Boundary
Panorama Point	95°-165°	Henry Mountains Miners Mountain	U-24
	195°-295°	Boulder Mountain Thousand Lake Mtn Meeks Mesa	U-24
South Desert Overlook	310°-165°	Henry Mountains Factory Butte Manti La Sal Mtns Abajo Mountains San Rafael Knob San Rafael Swell Coal Cliffs Mt. Alice Mt. Baldy Wildhorse Buttes	Cathedral Valley Overlook
	190°-290°	Thousand Island Mtn Boulder Mountain	
West Boundary (Burr Trail)	325°-125°	Henry Mountains San Rafael Swell Tarantula Mesa Circle Cliffs Bears Ears (Abajo Mtns)	Burr Trail Halls Creek Overlook

8. Grazing Studies

Currently, seven studies are either ongoing or have been completed with regard to detailing the effects of livestock on the resources of the park. The studies are being conducted as part of the National Academy of Sciences recommendations. The following studies have

been initiated or completed:

<u>Title of Study</u>	<u>Year Complete</u>
Livestock Effects on Riparian Resources	1987
Livestock Use and Management	1987
Livestock Effects on Special Vegetation (Rare Plants)	1988
Livestock Effects on Archeological Resources	1988
Livestock Effects on Waterpocket Ecology	1989
Livestock Effects on Water Quality	1990
Livestock Effects on Microphytic Crusts	1991

It is expected that if the current level of support from the regional and Washington offices continues for the grazing research program, that sufficient information will be available in 1994 to enable Congress to make an informed decision on the continuance of livestock grazing within Capitol Reef National Park.

9. Resource Information Voids

There are enormous gaps in the knowledge of park managers regarding the resources they are entrusted to manage. These voids have been programmed for filling through studies, data gathering, and surveys.

a. Natural Resources Management

Many research and planning needs have been identified in the natural resource management plan and funding requests and work plans have been--or are being--developed.

Managers need park-specific research on peregrine falcon populations (population estimates, eyrie location); bighorn sheep populations reintroductions, habitat use, population dynamics); water resources (inventory, rights, quality); waterpocket ecology; soils; pests (inventory, management); orchard dynamics; exotic species control (salt cedar, Russian olive); recovery of arid lands following grazing; and fire use and control in park ecosystems.

From a broader perspective, anything like a complete picture of the components, distribution, life cycles, and conditions of park flora and fauna is lacking, as well as the impacts of visitation on these resources. It is extremely difficult to protect any resources when they are so inadequately known.

b. Cultural Resources Management

Only a small area of the park (about 2 percent) has been professionally surveyed by archeologists. The Fremont Culture's origin and demise remains a mystery and little is known about their interaction with the contemporaneous Anasazi. The vast acreages of the park hold great potential for shedding light on many of these obscure pages in the human history of the west prior to white exploration and settlement. Comprehensive archeological surveys of the park have been requested but they are extremely costly.

The most striking, widely-known legacy of the Fremont Culture is their rock art (petroglyphs and pictographs). A photographic record and inventory of unsurveyed archeological sites was begun in 1985. This record is not complete and the park needs a thorough archeological survey to determine the extent of sites and the scope and rapidity of their deterioration by natural or man-engendered causes.

Although modern history resources seem better known, there are still information voids that need the attention of a professional historian. The most basic need is a Historic Resource Study. There are no guidelines for the care and maintenance of the park's historic structures. This is vital, especially in the use of the Fruita Schoolhouse, a National Register property. A professionally prepared guide for preserving the museum collection of Fremont Culture artifacts would help the park carry out its custodial duties responsibly.

Management of the Fruita orchards is guided by a plan that is neither sufficiently long-range nor detailed enough to effectively guide the orchard operation. In 1986, the park began an Orchard Management Plan process which will result in a comprehensive plan designed to provide managers long-range direction and give the orchard crew short-range goals and objectives.

c. Land Use and Trends

The Federal government does not own all the land within the park boundary established by Congress in 1971. Most of the non-owned lands are State-owned "school sections" (19,150 acres); a small parcel (0.42 acres) remains in private ownership in the Fruita area.

1. State School Sections

The NPS can exercise little formal control over these lands and, potentially, uses of the lands could occur that would have a negative impact on adjoining parklands. Due to their isolation and interspersion with federally-owned lands, the State is also limited in its ability to manage these school sections. There is no mineral activity taking place within these sections.

The NPS would like to eventually acquire all the State's surface and mineral interests through exchange for other (BLM) land, probably in several smaller exchanges, as it would be extremely difficult to put together one exchange package under the regular FLPMA (Federal Land Policy Management Act of 1976) exchange procedures which would include all the State's ownerships.

Currently, there are four commercial oil, gas, and/or coal leases in force on these school sections, as well as numerous grazing leases.

2. Private Property

In the last several decades, the NPS has acquired almost all of the privately-owned lands within the boundary. A small 0.42-acre parcel, nestled in a low, wet area of Fruita, remains unacquired. NPS envisions no action on this single parcel as long as the status quo is maintained. Should the 22 owners unanimously decide to sell or donate their interest they should be accommodated, if funds are available. It seems likely that, due to the complexities of this multiple ownership, a "friendly condemnation suit" to clear title may be necessary if a protective interest is to be acquired in this tract.

3. Life Estate

The Service purchased the Sleeping Rainbow Ranch several years ago, but Mr. and Mrs. Lurton Knee retain a right of "lifetime use and occupancy" on 13.13 acres near Pleasant Creek.

4. Trends

The park is virtually surrounded by federally-owned lands administered either by the BLM or the U.S. Forest Service. Some private properties do abut or lie near

the boundary - most notably at Notom, Sandy Ranch, and the abandoned village site of Aldrich. These lands are used chiefly for farming and ranching. A few mines are located near the park but operations have ceased during the present economic downturn, and although extensive oil exploration has occurred, little drilling has actually taken place.

Until recently, land use on nearby public and private lands has remained essentially unchanged for generations. Capitol Reef has been an exceedingly remote, rural park; the nearest traffic light is in Richfield, 78 miles away. A perception of the regional setting for Capitol Reef can be gained by remembering that Wayne County alone is as large as Rhode Island with a year-round resident population that hovers at only 2,000.

The paving of the Boulder Mountain Road to Bryce Canyon and its conversion to all-weather status is expected to stimulate visitation to Garfield and Wayne Counties and to Capitol Reef National Park. This will--most likely--have an effect on existing patterns of land use. Increasingly, entrepreneurs seem to be focusing on alternatives for serving this expected increased visitation to Wayne County.

One of the keys to greater recreational utilization of the park and surrounding lands seems to be the entrepreneurial funding of traditional visitor facilities near the park which, in turn, will almost certainly stimulate extended stays. When private entrepreneurs decide that the investment risk is worth it, a rapid upward spiral of recreational usage may begin, both for the park and the vast, virtually unexploited, surrounding lands. Capitol Reef seems to be arriving at a point similar to that reached by Zion National Park 40 years ago just prior to the rapid growth of a local tourist-recreation economy there.

At present, however, the use of surrounding lands is primarily by stockmen and farmers, with some recreational activities such as hunting, fishing, hiking, and "dirt biking."

Although Capitol Reef has been included in the conceptualization known as the "golden circle of parks", it may still be the least known national park in the lower 48 States, even though Canyonlands National Park has experienced a lower annual visitation rate for the past several years.

D. Visitor Use Analysis

The park experienced a rapid growth in visitation from 1966 to 1976 when annual totals rose from 94,012 to 469,619. The visitation for 1976--the Bicentennial Year-- was the highest in the park's history, and it was almost as high in 1977. After declining to 427,726 in 1978, visitation plummeted to 317,060 in 1979. The years between 1979 and 1986 show a series of ups and downs in visitor use. However, the last three years, when taken together, show a steady increase--from 333,549 in 1984 to 358,239 in 1985, and all the way up to 420,596 in 1986, the first time over the 400,000 mark since 1981.

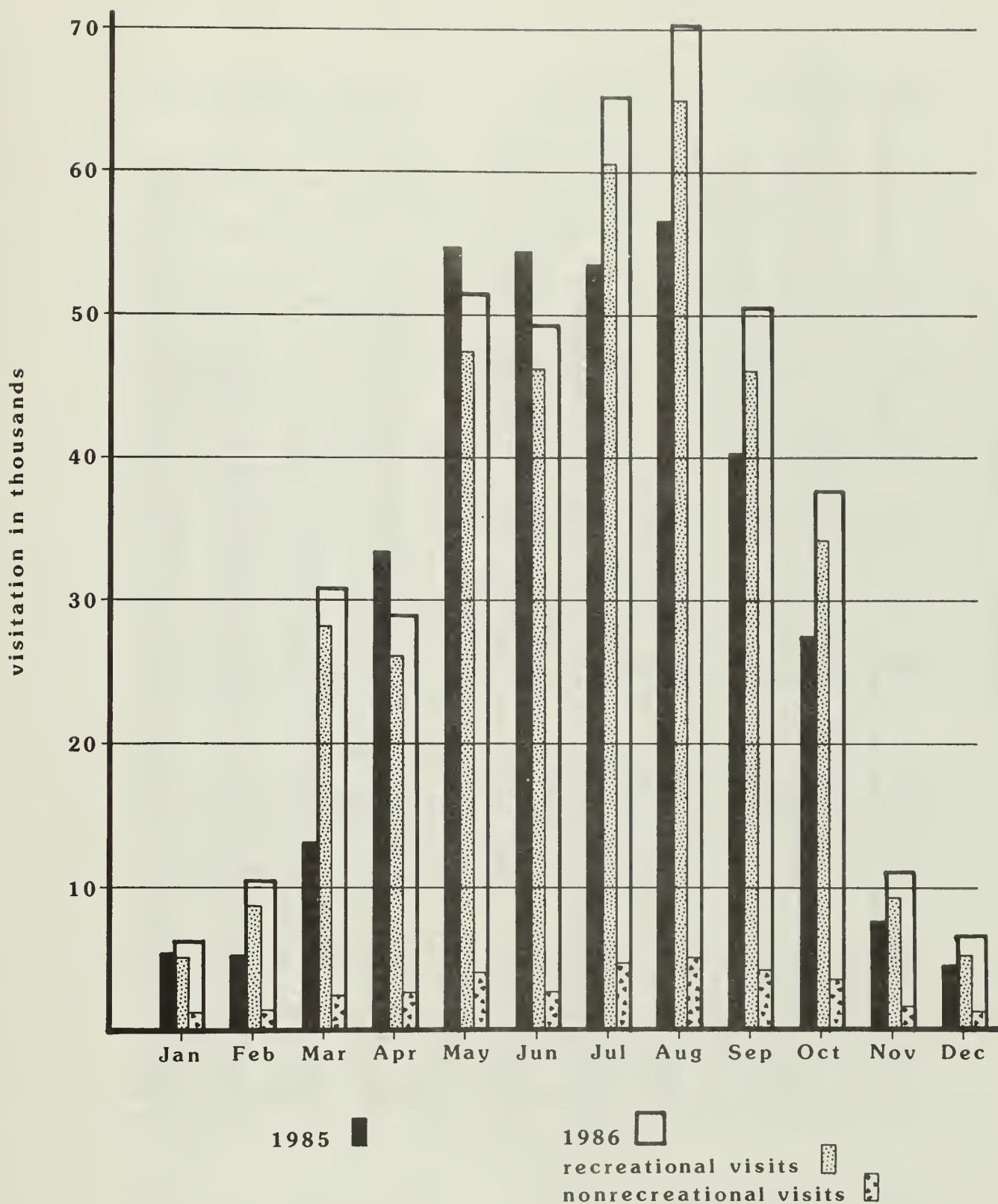
1. Visitation Patterns

In 1986 the park received 77% of its visitation from May through October. The peak visitation month was August with 70,237 visits (an average of 2,341 per day) followed closely by July with 65,385 (2,280 average visits per day).

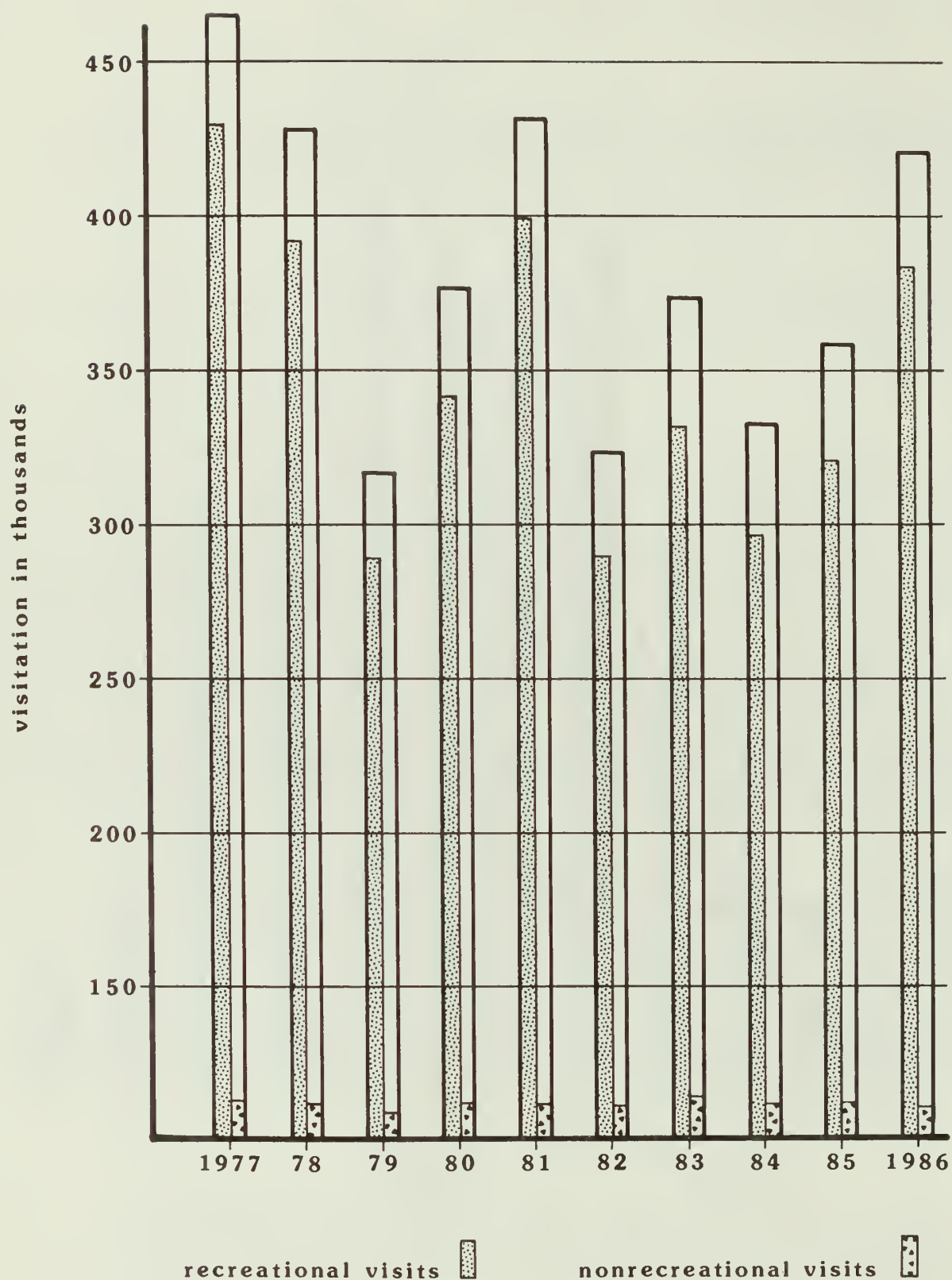
Use patterns reflected in daily visitor center counts, attendance at interpretive activities, and overnight stays in the campground, indicate a fairly even distribution of visitation during the core of the visitor use season. Spring and early summer show a strong influx of weekend use spurred by colder temperatures in the northern Utah population centers and long holiday weekends.

A change in use pattern occurs at the end of August, with the larger family groups of the summer giving way to many older and some younger couples and singles. The average party size drops from slightly over three to less than 2.5 and the length of stay extends. In recent years total visitation for September has remained high, with retirees and foreign visitors taking the place of vacationing families. In 1986, the September visitation was slightly higher than that for June. Visitation begins to decrease in early October, and the first real cold period of late autumn causes a drastic, almost overnight, drop in visitation.

Capitol Reef has two very clearly-defined 6-month visitation "seasons". Easter weekend to October 31 is preeminently a "visitor season," while the period from November to Easter is, by any definition, an "off" season.



Monthly Visitation - 1985 & 1986
 1986 Recreational and Nonrecreational
 Capitol Reef National Park



Annual Visitation

Capitol Reef National Park

2. Visitor Origin

Studies conducted for the park General Management Plan show that over one-third of all park visitors were from Utah, and almost one-fourth of the visitors are from California.

Campground-use figures for 1983, compiled by vehicle units, closely reflects this same use pattern with the greatest visitation by State from Utah (36.8%), followed by California (19.2%), Colorado (7.3%), and Arizona (4.3%). International visitation, which dropped off considerably after 1981, has had a resurgence within the last couple of years. Most foreign visitors come from western Europe; apparently very few Asian visitors have Capitol Reef on their tour itineraries.

3. Length of Stay

The average length of stay in the park is 0.9 days; about half of the visitors spend 6 hours or less in the park. Park campers comprise the majority of visitors who stay 12 hours or more. Visitors who do not camp in, or adjacent to, the park tend not to return to the park the following day.

The Fruita campground, which opened in 1963, is very popular due to its close proximity to U-24, its facilities, and oasis-like setting. The average length of stay is 1.5 nights, and about 75 percent of campers stay only one night. Despite heavy use of the Fruita campground, neighboring private and government campgrounds rarely fill, even on holiday weekends.

The percentage of park visitors who camp (in relation to total visitation) remains relatively stable throughout the year, but reflects a decline during the coldest and hottest months of the year. The number of campers who use Fruita campground peaks in June and August, with the campground filling up most of the nights in the summer. The campground is being expanded from 53 to 71 sites in the summer of 1987, and it will be interesting to see how this affects the number of nights that the campground is full.

Over one-half of the backcountry campers are from the Wasatch Front--Salt Lake City metropolitan area. Their average length of stay is 2 nights, and about 60 percent of the backcountry camping trips begin at the headquarters district of the park. Most of the

remaining 40 percent of backcountry camping trips begin in the South District with very little backcountry camping occurring in the North District.

4. Factors Affecting Visits or Counts of Visits

The electronic traffic counters, which were installed in March 1982, have proven to be more accurate and reliable than the old pneumatic counters that were previously used, and appear to be partly responsible for the lower annual visitor counts obtained immediately following their installation. Annual counts prior to 1982 may have been inflated.

In 1985 a major flash flood on the Fremont River washed out the bridge leading to the scenic drive and campground, causing a closure of those areas which lasted several weeks. This closure caused a significant drop in the campground count for 1985 and a slight decrease in overall visitation.

5. Principle Visitor Activities

- 97 percent stop at the visitor center
- 52 percent visit the petroglyph pullout (15 percent remain in their cars)
- 43 percent day hike (1 hour or longer)
- 25-39 percent camp in or around the park (66 percent consider themselves campers)
- 26 percent picnic (includes some campers)
- 15-30 percent drive the Scenic Drive
- 5-10 percent drive the Goosenecks Road (about one-half of these walk to the viewpoint)
- 2 percent drive into the South (Strike Valley) District
- 1 percent drive into the North (Cathedral Valley) District
- 1 percent Backcountry camp

E. Facilities and Equipment Analysis

1. Nonhistoric roads and trails

There are 72.2 miles of road, 67.5 miles of which are unpaved, and which take visitors into remote areas of the park. A 10.4-mile section of U-24, which is owned and maintained by the State, cuts through the park from east to west along the Fremont River. Several scenic pulloffs along that road are also maintained by the State.

The Scenic Drive and Goosenecks Road are maintained by the NPS while the Notom-Bullfrog Road (South District) and the Cathedral Valley access roads (North District) are maintained by the county road departments.

Thirty-nine miles of developed trail lie chiefly in the headquarters district. Trails in the more remote areas of the park are actually routes along canyons, washes, or ridge lines.

2. Nonhistoric Buildings and Facilities

There are 81 government-owned buildings in the park, including offices, maintenance facilities, and park housing. Generally, the condition of park non-historic buildings is fair-to-good, with no significant or major deterioration problems.

Space in the main visitor center/headquarters office complex is cramped and inadequate (the structure houses a much larger staff than planned for when Capitol Reef was a small monument), but there are plans to enlarge both office and museum space in this facility.

Housing for the permanent employee staff members, who pay a monthly rental rate corresponding with local community rates for similar housing, is adequate. Housing for seasonal employees, student interns, volunteers, and Student Conservation Association assistants is only marginally adequate. The restricted amount of living space available severely hampers efforts to increase visitor season staffing by recruiting volunteers.

Although the General Management Plan's preferred alternative calls for four new duplexes and three seasonal apartments, the funding for this construction may be a long way off. At present, the maximum available housing for live-in volunteers and seasonal employees during the summer is eight people, and this involves barracks-like arrangements not especially conducive to attracting the best-qualified employees or volunteers. The problem of inadequate seasonal housing is a troublesome one, and becomes critical every few years, depending on recruitment patterns.

The park has one developed campground with 70 individual and 2 group sites at Fruita and "dry" campgrounds at Cedar Mesa and Cathedral Valley with five sites each. There is one major picnic area located in Fruita. Public competition for the Fruita camping sites is enormous during the visitor season.

3. Utility Systems

The park's culinary water is processed from the Fremont River. The treatment rate is 25 gallons-per-minute and tank storage capacity is 25,000 gallons. Sewage treatment involves standard septic systems. There are five systems, the largest serving the campground.

The telephone line was upgraded from an ancient aerial line to a modern buried line in 1986, providing adequate telephone service for the first time in years.

The radio system is minimally adequate but repeaters and portable radios should be upgraded to take advantage of modern technology and improve coverage in remote areas.

A comprehensive security system, including fire and intrusion alarms is needed in park buildings. Presently only the schoolhouse has a working intrusion alarm.

The Garkane Power Company furnishes adequate electric power over a single line that stretches from Torrey all the way to Hanksville and bisects the park from east to west along Highway 24. The line from Torrey to Fruita (park headquarters) is 40 years old and was constructed to a 7.5/12KV standard. From Fruita east, the line is constructed to 69KV but energized only to 7.5/12KV. Garkane proposes to upgrade the line from Torrey to Fruita in 1987 and to construct a small substation in the Fruita area. Management attention will be directed to minimizing any intrusive impacts on park scenic and cultural history values.

4. Historic Structures

There are eight structures that are eligible for inclusion on the National Register of Historic Places. Several others are under consideration, including the pioneer roadway known today as the Scenic Drive. The Fruita historic area is itself a significant historic scene with more than 2,500 fruit trees and flourishing alfalfa fields.

Historic structures are generally in fair or poor condition and need carefully considered and charted guidelines for their stabilization, as well as funding to carry out stabilization and perpetual care. The schoolhouse has a security/fire alarm system.

5. Equipment

All passenger-carrying functions are carried out in General Services Administration rental vehicles. Agency-owned equipment is of "special use" type (e.g., fire truck, road grader, historic vehicles), and consists of 13 vehicles.

F. STATUS OF PLANNING

<u>Plan/Study</u>	<u>Preparer</u>	<u>Approved</u>	<u>Adequacy</u>	<u>Repository</u>
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1. General Park Planning

General Management Plan (GMP/EIS)	RMR/DSC park	10/82	adequate current	RMRO
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Land Protection Plan	park	03/84	adequate current	park
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Transportation Study for Arches, Canyonlands and Capitol Reef	DSC	06/73	never released	DSC
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2. Natural Resources Management

Natural Resource Management Plan	park		adequate current	park/RMR
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3. Cultural Resources Management

Cultural Resource Management Plan	park	02/84	adequate current	park/RMR
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Historic Agricultural Area Management Plan	park	02/79	inadequate needs long-term planning addendum or total rewrite	park/RMR
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Historic Structures Report, Fruita Schoolhouse	WASO	08/66	adequate current	park
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Historic Furnishing Study, Fruita Schoolhouse	WASO	08/66	adequate current	park
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Historical Survey and Base Map	WASO	06/69	inadequate; needs addendum updating park/RMR
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4. Wilderness

Wilderness recommendation	RMR/DSC	Submitted to Congress 1974, revised 1983	current park/RMR
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5. Visitor Services

Interpretive Plan, Wayside Exhibits	RMR	06/78	adequate park
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Interpretation and Management of Fruita Historic Area	park	in draft review	in draft review park/RMR
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Parkwide Iterpretive Prospectus			need
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Backcountry Management Plan	park	06/78	adequate current park
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Search and Rescue Plan	park	04/78	adequate current park
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Structural Fire Plan	park	10/86	adequate current park
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Emergency Operations Plan	park		park
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Evidence, Controlled Substances and Custodial Property Control Guidelines	park	11/83	adequate current park
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Crime Prevention and Physical Security Plan	park	01/80	adequate current park
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Flood Emergency Response and Evacuation Plan	park	08/86	adequate current park
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Emergency
Medical Services park 11/85 adequate
current park

6. Other adequate

ADP Plan park 08/86 current park
adequate

Housing Mgmt Plan park 07/86 current park

G. EXISTING MANAGEMENT ZONING

Management zoning created by the approved General Management Plan establishes the broad framework for specific planning decisions on use and development of parklands. Four major zones have been designated: natural, historic, park development, and special use. Within these zones, subzones are designated--natural environment and wilderness study.

1. Natural Zone (219,943.60 acres or 89.71 percent)

Management emphasis in the natural zone stresses conservation of natural resources and processes. Uses and facilities that do not adversely affect these processes and resources are permitted. Within the natural zone, two subzones are designated--natural environment and wilderness study.

a. Natural Environment Subzone (1,638.6 acres or 0.67 percent)

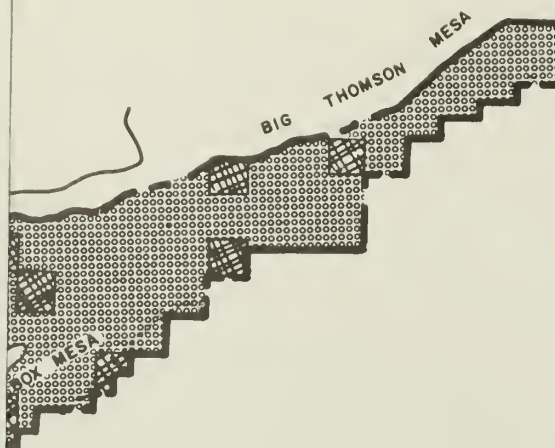
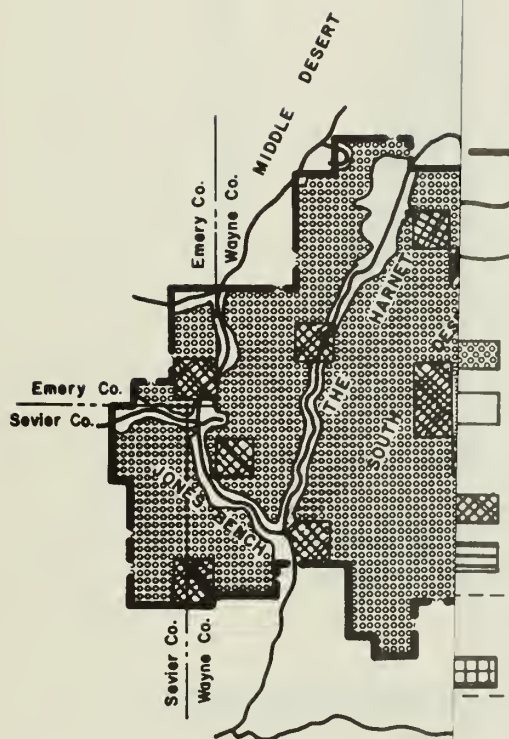
Facilities are and will be dispersed. They have little effect on the scenic quality and natural processes, but are essential. Facilities include the primitive campgrounds, foot trails with associated signs, primitive roads, such as the Cathedral Valley roads and parking areas.

b. Wilderness subzone (218,305 acres or 89.04 percent)

The wilderness study subzone, which contains undeveloped land of primeval character and influence and no permanent improvements or human habitation, is managed to preserve its natural condition. Although not yet formally designated as "wilderness" by Congress, NPS policy requires its management as such while in a "recommended" status.

2. Historic Zone (260.10 acres or 0.11 percent)

Management emphasis in the historic zone stresses preservation, protection, and interpretation of



legend

— park boundary

— major road

— minor road

NATURAL ZONE (89.71 % of park)

wilderness subzone

natural environment subzone

SPECIAL USE ZONE (10.17% of park)

private development subzone

resource utilization subzone

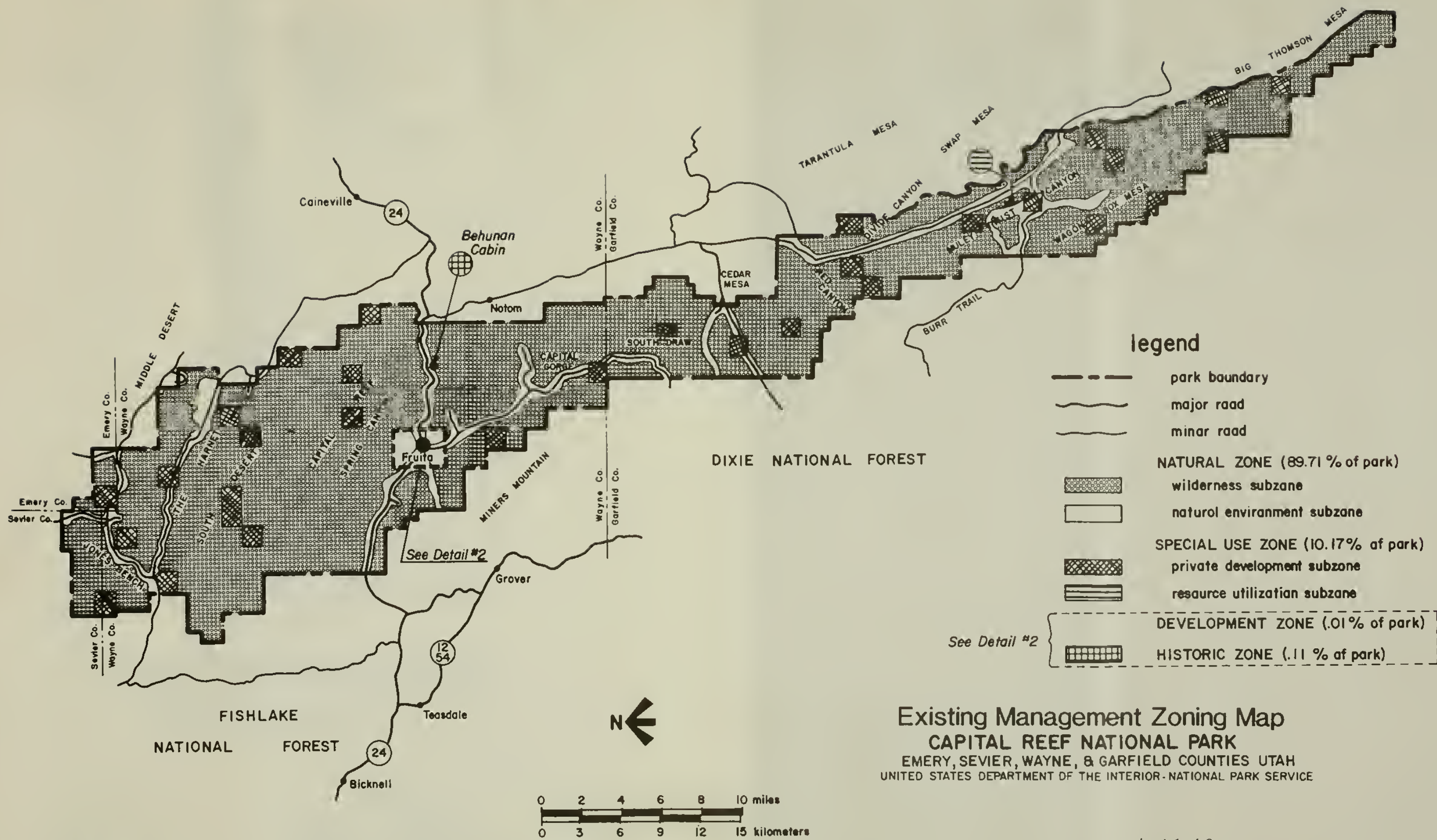
DEVELOPMENT ZONE (.01% of park)

HISTORIC ZONE (.11 % of park)

Fish Creek Zoning Map
NATIONAL MONUMENT
GARFIELD COUNTIES UTAH
NATIONAL PARK SERVICE

sheet 1 of 2

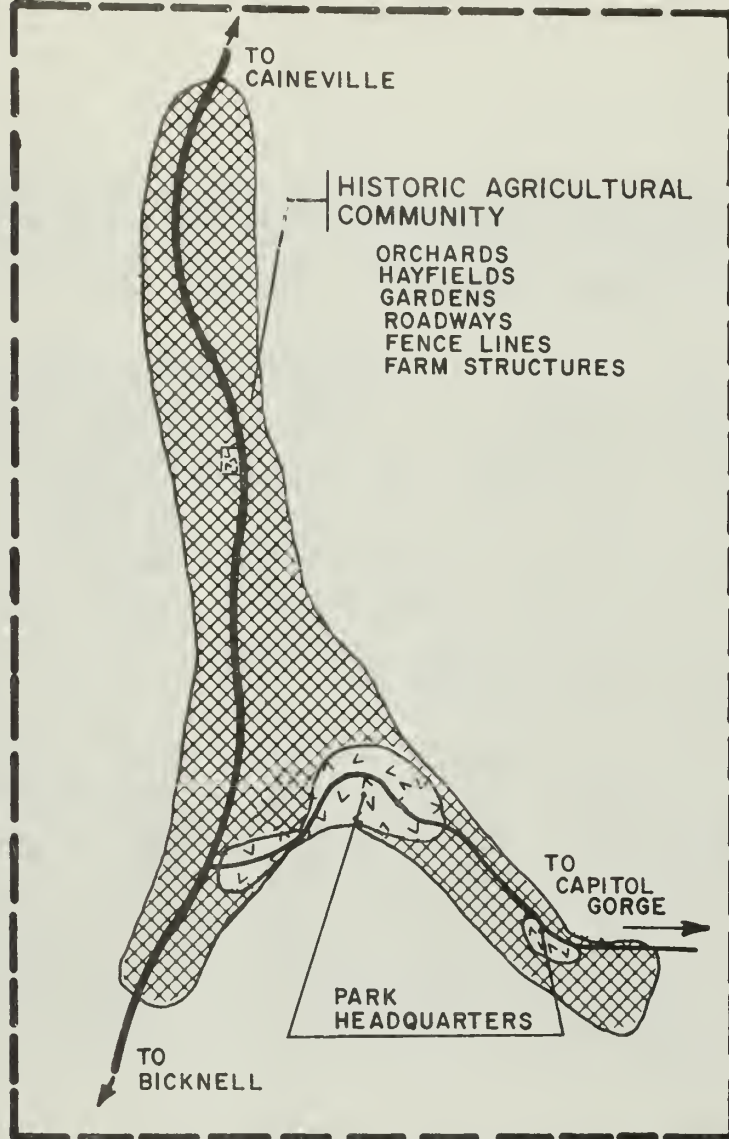
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June 87	RMRO



Existing Management Zoning Map
CAPITAL REEF NATIONAL PARK
 EMERY, SEVIER, WAYNE, & GARFIELD COUNTIES UTAH
 UNITED STATES DEPARTMENT OF THE INTERIOR - NATIONAL PARK SERVICE

sheet 1 of 2

158 | 80,026-A
 June 87 | RMRO



DETAIL # 2

NO SCALE

Existing Management Zoning Map

FRUITA AREA
CAPITOL REEF NATIONAL PARK
UTAH

LEGEND

- MAJOR ROAD
- MINOR ROAD
- HISTORIC ZONE (.11 % of park)
- DEVELOPMENT ZONE (.01 % of park)



cultural resources and their settings. This zone includes the preservation and adaptive use subzones.

a. Preservation Subzone (237.20 acres or 0.10 percent)

The preservation subzone contains those areas that are significant because of their association with personages, events, or periods of human history and prehistory. Included are archeological sites, prehistoric rock art panels, historic period structures, such as the rock shed, lime kilns, and the schoolhouse, and the historic scene, comprised chiefly of the orchards and alfalfa fields.

b. Adaptive Use Subzones (22.90 acres or 0.01 percent)

The adaptive use subzone contains historic sites or sites that are not only preserved but are also used for modern purposes. Some historic structures in the Fruita area are being adaptively used. Sites not actually used as orchards have been used for construction of the visitor center/headquarters area, employee housing, roads, and utilities. Some orchard areas have been adaptively used for a campground. The historic Pendleton-Gifford farm is being adaptively used for office space, tack room and storage of hay for the park horses.

3. Park Development Zone (32.50 acres or .01 percent)

Management emphasis in this zone is on provision and maintenance of park development to serve the needs of park visitors and park management. Included in this zone are the planned South District ranger station, campground, utility and residential/maintenance areas, and the 13.13-acre section of Sleeping Rainbow Ranch for which Mr. and Mrs. Lurton Knee, the former owners, have the right of lifetime use and occupancy. The park development at Fruita is not included in this zone because it is in the adaptive use subzone of the Fremont/Fruita Archeological/Historic District (see Historic Zone).

4. Special Use Zone (24,945 acres or 10.17 percent)

This zone comprises land in use by other government agencies or private interests on lands within the park boundaries. The NPS has either no administrative control in this zone or control is shared with another

party. The utility corridors and a 0.42-acre tract of private land in Fruita, which is planted in alfalfa, are included in this zone. Also included are State lands, mining claims, and stock driveways.

IV. MAJOR ISSUES/CONCERNS

Although there are many issues/concerns pertaining to the management of the park only those most timely, controversial, or basic are listed here.

A. Grazing Controversy

Although somewhat less active an issue during the present interim period of range study by the National Academy of Sciences, this matter of in-park grazing is profound and complex. It involves the perceived vital interests of many special interest groups other than the immediate contenders in the matter.

Grazing on the east face of the Waterpocket Fold dates from 1881, and grazing allotments existed on those Federal lands incorporated into the park in 1971. Currently, 18 allotments overlap or are entirely within the park boundary. Only ten of these are currently being used by 22 permittees. Approximately 4,000 animal-unit months of total use occur each year within the park.

Grazing is a significant issue and the subject of sharp disagreement between park management and local stockmen regarding the impact of this activity. The NPS believes that grazing negatively impacts the park and that it is contrary to, and incompatible with, the purpose of the area.

The continuance of grazing on park lands has become a complex controversy involving not only differences of opinion on the effects of grazing on park ecosystems but a focal point for larger issues such as impacts of Federal land management policies on local economies, traditional antifederalism in the intermountain west, and the advocacy of conservation organizations. Conflicts between stock use and recreational (particularly backcountry) use have become increasingly common.

A National Academy of Sciences (NAS) report issued in 1984 recommended ten major research projects to meet the requirements of PL97-341 with a projected budget of \$930,000. No funds have been appropriated, precluding

NPS from contracting the studies through NAS. The NPS is attempting to complete the recommended research projects through other sources, though the intensity of research is often less than recommended.

These studies will certainly clarify the picture regarding grazing impacts (or lack of them) on park lands, however, the emotional and political overtones of the controversy may be little-mitigated when the issue is brought into sharp focus again in the early 1990's. Many more parties have a perceived interest in the Congress's resolution of the issue than the immediate contenders: NPS land managers and stockmen with in-park grazing access.

B. Seasonal Housing Shortage

Efforts by energetic park staff members to secure summer volunteers to provide additional research and visitor services is hampered by insufficient housing. (see III, E, 2).

C. Lack of Data Regarding Park Resources

Certain data is lacking which would greatly aid in managing both the cultural and natural resources of Capitol Reef National Park. The Status of Planning (outlined previously) indicates some of this void, e.g., an historical survey. In addition, the Cultural Resource Management Plan identifies other data needs, e.g., a park general archeological survey. The Natural Resource Management Plan also identifies data needs. These include such items as the distribution and abundance of rare, restricted, threatened and/or endangered plants; an inventory of surface water sources; and a determination of the ecology and biology of waterpockets. For any of the park resources, there is a need to know the impacts of grazing on these resources, as required by Public Law 97-341.

D. Threats to Vista Quality, Air Clarity, and Park Resources from Outside the Park

Henry Mountain coal field mining, with its potential for Strike Valley vista damage, does not seem as imminent as it did in 1982. In spite of a flurry of concern in 1982, the extraction of tar sands in the nearby Circle Cliffs area seems a little more remote in 1984; considering the present world oil glut. However, early exploration in the Circle Cliffs area is likely.

Air quality and visibility deterioration remains a concern, even though the immediate threat of powerplant construction near the park boundary was removed in 1981. However, likelihood of one or more coal-burning powerplants being sited close enough to affect air quality and clarity does seem likely before the end of this century.

Although seemingly not as imminent as it was at the beginning of the decade, this array of potential threats is still so ominous as to be considered a major concern (see III, B, 7).

E. Need for a Comprehensive and Long-Range Plan for Management of the Fruita Historic Area

The heavily-impacted Fruita area has become even more frequently visited since the Boulder Mountain road paving was completed in 1985.

The 260-acre historic zone contains orchards, cultivated fields, visitor service facilities, employee housing, a campground, and so forth, and includes a complex visitor-use area. With the nomination of the Fruita area to the National Register of Historic Places as a historic district, and the emerging appreciation of the need to preserve a historic scene, integrated long-range planning is vital. Existing plans for harmonizing the often-conflicting uses of this historic zone are informal, incomplete, obsolete, or piecemeal (see III, B, 8, b).

F. Burr Trail

The historic and scenic Burr Trail, a component of the unimproved road from the town of Boulder to the Bullfrog area (Glen Canyon National Recreation Area), extends for approximately 10 miles through the park. A variety of proposals to improve this road, ranging from complete paving to minor localized improvements, has been presented to park management. The Service must ensure that it retains a voice in any decision regarding work on this road, regardless of right-of-way ownership. There are significant scenic, natural and cultural resources involved.

G. Riparian Habitat and Water Quality

In the desert environment of Capitol Reef National Park, water is the key critical resource. Riparian habitats become unique green places compared to

surrounding rocky cliffs and windblown sand. Thus, they deserve special attention for their protection. Moreover, culinary water is drawn from shallow wells near the Fremont River.

Upstream, outside the park, two hydropower projects - the Fremont Poverty Flat Project and the Fremont River Project - are proposed for the mainstream of the Fremont River. The project sponsors have applied for permits to the Federal Energy Regulatory Commission. The Fremont River Project in particular would flood three miles or more of the river, and could reduce water flows through the park. Such reduced flows could affect the riparian zone and the Fruita water supply.

Moreover, tests have shown gross levels of radiation and traces of heavy metals, pesticides and other contaminants in the Fremont River. There is a need to seek a safe water source that is not easily contaminated.

H. Garkane Power Line

An important issue is which route should be followed by the electrical power line of the Garkane Power Association (Garkane) and whether it should be placed underground. At present, Garkane has a 12.5 kilovolt (kv) line near Highway 24 from the west boundary of the park to Fruita. The existing alignment generally parallels the highway and a buried telephone line. It is proposed in the General Management Plan that this location be moved well to the south, along a ridge above the Fremont River. Garkane has a special use permit to construct a 69 kv line along this alignment. Environmental groups have since protested this ridge route, and have suggested that the line be placed underground along the corridor now followed by the telephone line, which also is closer to Highway 24. Garkane is concerned about the cost involved for placing the line underground, and has stated that the line's electrical capacity would need to be reduced to 34.5 kv due to the "excessive" costs for a 69 kv line. The National Parks and Conservation Association has filed a petition to intervene and protest Garkane's application for financing from the Utah Public Service Commission (PSC). Garkane has stipulated to PSC that it will not utilize borrowed funds for construction or acquisition for this project until the issue is resolved.

V. MANAGEMENT OBJECTIVES

This listing of objectives does not preempt the long term General Management Plan (valid through 2001) but charts shorter-range targets for park management.

A. Through research, secure an adequate data base and in-depth understanding of the park's cultural and natural resources in order to chart credible, long-range management actions to insure resource protection and perpetuation.

B. Regardless of the present scarcity of resource data and professional research, prepare and implement practical, short-term operating plans to catalog, protect, and interpret park resources on the basis of the best available information.

C. Enhance visitor use and enjoyment of the park by the early introduction of new visitor use programs and facilities--in accordance with the approved General Management Plan--as follows:

1. Headquarters District--add Fruita Loop Trail, Fremont Canyon Trail and the Goosenecks Road; expand and upgrade visitor center facilities; increase interpretation of historic and aboriginal occupations of Fremont River Valley; and improve sanitary facilities at Pleasant Creek.

2. South District--provide guided tour material; add small parking areas at Burro, Five Mile, and Cottonwood Washes along with trailhead orientation; and add a 10-site primitive campground at Upper Burr Trail.

3. North District--provide wayside exhibits at Gypsum Sinkhole and Glass Mountain; mark hiking routes to Jailhouse Rock, Wall of Jericho, Middle Point, and Temples of the Sun and Moon; provide small parking areas at these locations; and provide a 10-site camping area.

D. Provide reliable, 24-hour-per-day visitor access to all emergency services, including an upgrade in present obsolete communications link with county ambulance services.

E. Secure sufficient control over land within the park boundary to ensure effective management and protection of the resource, including those lands known as the State school sections.

F. Secure early provision of additional seasonal employee housing, either on a permanent or temporary basis, that does not detract from scenic values, to allow the recruitment and use of additional volunteer assistance in visitor services and research.

G. Establish a functioning and reliable network for information and policy exchange among all Federal and State governmental agencies, special interest groups and local governments having an interest in south central Utah to articulate positions, explain ideas and present facts.

H. Secure early completion of a comprehensive, long-range plan for management of the Fruita historic area near Highway 24.

I. The vitality, significance and integrity of many park resources are dependent on good air quality. Air pollution, even at concentration levels below the National Ambient Air Quality Standards, can harm vegetation, degrade visual air quality and diminish visitors' enjoyment. Maintaining pristine air quality and remedying any existing air pollution effects are important management objectives.

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA.

A PROCLAMATION

WHEREAS certain public lands in the State of Utah contain narrow canyons displaying evidence of ancient sand dune deposits of unusual scientific value, and have situated thereon various other objects of geological and scientific interest; and

WHEREAS it appears that it would be in the public interest to reserve such lands as a national monument, to be known as the Capitol Reef National Monument:

NOW, THEREFORE, I, FRANKLIN D. ROOSEVELT, President of the United States of America, under and by virtue of the authority vested in me by section 2 of the act of June 9, 1906, ch. 3060, 34 Stat. 225 (U.S.C., title 16, sec. 421), do proclaim that, subject to all valid existing rights, the following-described lands in Utah are hereby reserved from all forms of appropriation under the public-land laws and set apart as the Capitol Reef National Monument:

Salt Lake Meridian

- T. 28 S., R. 5 E., All of sec. 34 north of the right-of-way of State Hwy. No. 24; secs. 35 and 36.
- T. 28 S., R. 6 E., sec. 31 and the west half of sec. 32.
- T. 29 S., R. 5 E., All of secs. 1 and 2 north of the right-of-way of State

T. 29 S., R. 6 E., secs. 1 to 4, inclusive;
 All secs. 5, 6, 8 and 9
 north of the right-of-way
 of State Hwy. No. 24;
 secs. 10 to 15, inclusive;
 All of sec. 16 north of the
 right-of-way of State Hwy.
 No. 24;
 secs. 22 to 25, inclusive;
 sec. 26, E $\frac{1}{2}$ and NW $\frac{1}{4}$;
 sec. 27, N $\frac{1}{2}$ N $\frac{1}{2}$;
 sec. 35, NE $\frac{1}{4}$;
 sec. 36.
 T. 30 S., R. 6 E., sec. 1;
 sec. 12, E $\frac{1}{2}$.
 T. 29 S., R. 7 E., secs. 5 to 8, 17 to 20 and
 29 to 32, incl.
 T. 30 S., R. 7 E., secs. 4 to 9 and 15 to 17, incl.;
 sec. 18, E $\frac{1}{2}$ and NW $\frac{1}{4}$;
 sec. 19, NE $\frac{1}{4}$ and N $\frac{1}{2}$ SE $\frac{1}{4}$;
 sec. 20, N $\frac{1}{2}$ and N $\frac{1}{2}$ SW $\frac{1}{4}$;
 secs. 21 to 23, and 26 to 28 incl.;
 sec. 29, E $\frac{1}{2}$ E $\frac{1}{2}$;
 secs. 33 to 35, inclusive,
 containing approximately 37,060
 acres.

Warning is hereby expressly given to all un-
 authorized persons not to appropriate, injure, destroy,
 or remove any feature of this monument and not to locate
 or settle upon any of the lands thereof.

The Director of the National Park Service, under
 the direction of the Secretary of the Interior, shall
 have the supervision, management, and control of this
 monument as provided in the act of Congress entitled
 "An Act To establish a National Park Service, and for
 other purposes," approved August 25, 1916 (ch. 408,
 39 Stat. 535, U.S.C., title 16, secs. 1 and 2), and
 acts supplementary thereto or amendatory thereof.

Nothing herein shall prevent the movement of live-
stock across the lands included in this monument under such
regulations as may be prescribed by the Secretary of the
Interior and upon driveways to be specially designated by
the Secretary.

IN WITNESS WHEREOF, I have hereunto set my hand and
seal of the United States to be affixed.

At the City of Washington this 21 day of
August, in the
year of our
Lord nine-
teen hundred
and thirty-
seven and
of the Inde-
pendence of
the United States
of America the one
hundred and sixty-
second.

By the President



The Secretary of State.

12. Capitol Reef National Monument

Establishment: Proclamation (No. 2246) of August 2, 1937.....

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BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

A PROCLAMATION

[No. 2246—Aug. 2, 1937—50 Stat. 1856]

WHEREAS certain public lands in the State of Utah contain narrow canyons displaying evidence of ancient sand dune deposits of unusual scientific value, and have situated thereon various other objects of geological and scientific interest; and

WHEREAS it appears that it would be in the public interest to reserve such lands as a national monument, to be known as the Capitol Reef National Monument:

NOW, THEREFORE, I, Franklin D. Roosevelt, President of the United States of America, under and by virtue of the authority vested in me by section 2 of the act of June 9, 1906, ch. 3060, 34 Stat. 225 (U. S. C., title 16, sec. 431), do proclaim that, subject to all valid existing rights, the following-described lands in Utah are hereby reserved from all forms of appropriation under the public-land laws and set apart as the Capitol Reef National Monument:

SALT LAKE MERIDIAN

T. 28 S., R. 5 E., All of sec. 34 north of the right-of-way of State Hwy. No. 24;

secs. 35 and 36.

T. 28 S., R. 6 E., sec. 31 and the west half of sec. 32.

T. 29 S., R. 5 E., All of secs. 1 and 2 north of the right-of-way of State Hwy. No. 24.

T. 29 S., R. 6 E., secs. 1 to 4, inclusive;

All secs. 5, 6, 8 and 9 north of the right-of-way of State Hwy. No. 24;

secs. 10 to 15, inclusive; All of sec. 16 north of the right-of-way of State Hwy. No. 24;

secs. 22 to 25, inclusive;

sec. 26, $E\frac{1}{2}$ and $N\frac{1}{2}NW\frac{1}{4}$;

sec. 27, $N\frac{1}{2}E\frac{1}{2}$;

sec. 35, $NE\frac{1}{4}$;

sec. 36.

T. 30 S., R. 6 E., sec. 1;

sec. 12, $E\frac{1}{2}$.

T. 29 S., R. 7 E., secs. 5 to 8, 17 to 20 and 29 to 32, incl.

T. 30 S., R. 7 E., secs. 4 to 9 and 15 to 17, incl.;

sec. 18, $E\frac{1}{2}$ and $NW\frac{1}{4}$;

sec. 19, $NE\frac{1}{4}$ and $N\frac{1}{2}SE\frac{1}{4}$;

sec. 20, $N\frac{1}{2}$ and $N\frac{1}{2}SW\frac{1}{4}$;

secs. 21 to 23, and 26 to 28 incl.;

sec. 29, $E\frac{1}{2}E\frac{1}{2}$;

secs. 33 to 35, inclusive, containing approximately

37 060 acres

Warning is hereby expressly given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

The Director of the National Park Service, under the direction of the Secretary of the Interior, shall have the supervision, management, and control of this monument as provided in the act of Congress entitled "An Act To establish a National Park Service, and for other purposes," approved August 25, 1916 (ch. 408, 39 Stat. 535, U. S. C., title 16, secs. 1 and 2), and acts supplementary thereto or amendatory thereof.

Nothing herein shall prevent the movement of livestock across the land included in this monument under such regulations as may be prescribed by the Secretary of the Interior and upon driveways to be specially designated by said Secretary.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the seal of the United States to be affixed.

DONE at the City of Washington this 2d day of August, in the year of our Lord nineteen hundred and thirty-seven and of the Independence of the United States of America the one hundred and sixty-second.

FRANKLIN D. ROOSEVELT.

By the President:

CORDELL HULL.

The Secretary of State.

12. Capitol Reef National Monument

Establishment: Proclamation (No. 2246) of August 2, 1937.....

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136

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

A PROCLAMATION

[No. 2246—Aug. 2, 1937—50 Stat. 1856]

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NOW, THEREFORE, I, Franklin D. Roosevelt, President of the United States of America, under and by virtue of the authority vested in me by section 2 of the act of June 9, 1906, ch. 3060, 34 Stat. 225 (U. S. C., title 16, sec. 431), do proclaim that, subject to all valid existing rights, the following-described lands in Utah are hereby reserved from all forms of appropriation under the public-land laws and set apart as the Capitol Reef National Monument:

SALT LAKE MERIDIAN

- T. 28 S., R. 5 E., All of sec. 34 north of the right-of-way of State Hwy. No. 24;
secs. 35 and 36.
- T. 28 S., R. 6 E., sec. 31 and the west half of sec. 32.
- T. 29 S., R. 5 E., All of secs. 1 and 2 north of the right-of-way of State Hwy. No. 24.
- T. 29 S., R. 6 E., secs. 1 to 4, inclusive;
All secs. 5, 6, 8 and 9 north of the right-of-way of State Hwy. No. 24;
secs. 10 to 15, inclusive; All of sec. 16 north of the right-of-way of State Hwy. No. 24;
secs. 22 to 25, inclusive;
sec. 26, $E\frac{1}{2}$ and $N\frac{1}{2}NW\frac{1}{4}$;
sec. 27, $N\frac{1}{2}N\frac{1}{2}$;
sec. 35, $NE\frac{1}{4}$;
sec. 36.
- T. 30 S., R. 6 E., sec. 1;
sec. 12, $E\frac{1}{2}$.
- T. 29 S., R. 7 E., secs. 5 to 8, 17 to 20 and 29 to 32, incl.
- T. 30 S., R. 7 E., secs. 4 to 9 and 15 to 17, incl.;
sec. 18, $E\frac{1}{2}$ and $NW\frac{1}{4}$;
sec. 19, $NE\frac{1}{4}$ and $N\frac{1}{2}SE\frac{1}{4}$;
sec. 20, $N\frac{1}{2}$ and $N\frac{1}{2}SW\frac{1}{4}$;
secs. 21 to 23, and 26 to 28 incl.;
sec. 29, $E\frac{1}{2}E\frac{1}{2}$;
secs. 33 to 35, inclusive, containing approximately

37 060 acres

Proclamation 3888

ENLARGING THE CAPITOL REEF NATIONAL MONUMENT, UTAH

WHEREAS, the Capitol Reef National Monument in Utah was established by Proclamation No. 2246 of August 2, 1937, and enlarged by Proclamation No. 3249 of July 2, 1958, to set aside and reserve certain areas possessing significant features and objects of geological and scientific interest; and

WHEREAS, it would be in the public interest to add to the Capitol Reef National Monument certain adjoining lands which encompass the outstanding geological feature known as Waterpocket Fold and other complementing geological features, which constitute objects of scientific interest, such as Cathedral Valley; and

WHEREAS, under section 2 of the act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431), the President is authorized "to declare by public proclamation * * * objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be national monuments, and may reserve as a part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the objects to be protected:"

NOW, THEREFORE, I, LYNDON B. JOHNSON, President of the United States, under the authority vested in me by section 2 of the act of June 8, 1906, supra, do proclaim that, subject to valid existing rights, (1) the lands owned or controlled by the United States within the exterior boundaries of the following described area are hereby added to and made a part of the Capitol Reef National Monument, and (2) the State-owned and privately owned lands within those boundaries shall become and be reserved as parts of that monument upon acquisition of title thereto by the United States:

SALT LAKE MERIDIAN, UTAH

- T. 26 S., R. 5 E.,
 - Secs. 25 to 29, inclusive, partly unsurveyed;
 - Secs. 32 to 36, inclusive, partly unsurveyed.
- T. 27 S., R. 5 E.,
 - Secs. 1 to 4, inclusive;
 - Secs. 9 to 16, inclusive;
 - Secs. 21 to 28, inclusive;
 - Secs. 33 to 36, inclusive.
- T. 28 S., R. 5 E.,
 - Secs. 1 to 3, inclusive, partly unsurveyed;
 - Secs. 10 to 15, inclusive, unsurveyed;
 - Secs. 22 to 27, inclusive, partly unsurveyed.
- T. 26 S., R. 6 E.,
 - Secs. 27 to 34, inclusive, partly unsurveyed.
- T. 27 S., R. 6 E.,
 - Secs. 3 to 5, inclusive, partly unsurveyed;
 - Secs. 8 to 10, inclusive, unsurveyed;
 - Secs. 15 to 17, inclusive, partly unsurveyed;
 - Secs. 20 to 22, inclusive, unsurveyed;
 - Secs. 27 to 29, inclusive, unsurveyed;
 - Secs. 32 to 36, inclusive, partly unsurveyed.
- T. 28 S., R. 6 E., that portion not previously included in the monument, partly unsurveyed.
- T. 29 S., R. 6 E.,
 - Secs. 7, 8, and 17, those portions not previously included in the monument;
 - Sec. 18, NE $\frac{1}{4}$, unsurveyed;
 - Secs. 20 and 21, partly unsurveyed;
 - Sec. 27, unsurveyed, those portions not previously included in the monument;
 - Secs. 28, 29, and 34, partly unsurveyed;
 - Sec. 35, those portions not previously included in the monument.
- T. 30 S., R. 6 E.,
 - Secs. 2 and 11;
 - Sec. 12, W $\frac{1}{2}$;
 - Sec. 13.
- T. 27 S., R. 7 E.,
 - Secs. 31 and 32, partly unsurveyed.

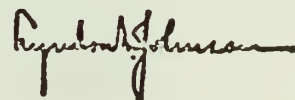
- T. 28 S., R. 7 E.,
 Secs. 2 to 11, inclusive, partly unsurveyed;
 Secs. 14 to 23, inclusive, partly unsurveyed;
 Secs. 26 to 35, inclusive, partly unsurveyed.
- T. 29 S., R. 7 E.,
 Secs. 1 to 4, inclusive, partly unsurveyed;
 Secs. 9 to 12, inclusive, unsurveyed;
 Secs. 13 and 14, that portion north of State of Utah Route 24, unsurveyed;
 Secs. 15, 16, 21, and 22, partly unsurveyed;
 Sec. 24, that portion north of State of Utah Route 24, unsurveyed;
 Secs. 27, 28, 33, and 34, unsurveyed.
- T. 30 S., R. 7 E.,
 Secs. 3 and 10, unsurveyed;
 Secs. 18, 19, 20, and 29, those portions not previously included in the monument;
 Secs. 30, 31, and 32.
- T. 31 S., R. 7 E.,
 Secs. 3 to 11, inclusive, partly unsurveyed;
 Secs. 14 to 23, inclusive, partly unsurveyed;
 Secs. 27 to 33, inclusive;
 Sec. 34, W $\frac{1}{2}$.
- T. 32 S., R. 7 E.,
 Secs. 1 to 18, inclusive;
 Secs. 22 to 27, inclusive;
 Secs. 35 and 36.
- T. 33 S., R. 7 E.,
 Secs. 1 and 2;
 Secs. 11, 12, 13, 24, and 25, unsurveyed.
- T. 32 S., R. 8 E.,
 Secs. 6, 7, 18, and 19;
 Secs. 29 to 32, inclusive.
- T. 33 S., R. 8 E.,
 Secs. 5 to 8, inclusive, partly unsurveyed;
 Secs. 16 to 21, inclusive, partly unsurveyed;
 Secs. 28 to 34, inclusive, partly unsurveyed.
- T. 34 S., R. 8 E.,
 Secs. 3 to 11, inclusive, partly unsurveyed;
 Secs. 13 to 36, inclusive, partly unsurveyed.
- T. 35 S., R. 8 E.,
 Secs. 1 to 5, inclusive, partly unsurveyed;
 Secs. 8 to 16, inclusive, partly unsurveyed;
 Secs. 22 to 26, inclusive, unsurveyed;
 Sec. 36.
- T. 34 S., R. 9 E.,
 Sec. 19, unsurveyed;
 Secs. 30 to 32, inclusive, partly unsurveyed.
- T. 35 S., R. 9 E.,
 Secs. 5 to 8, inclusive, unsurveyed;
 Secs. 16 to 21, inclusive, partly unsurveyed;
 Secs. 28 to 33, inclusive, partly unsurveyed.
- T. 36 S., R. 9 E.,
 Secs. 4 to 9, inclusive, unsurveyed;
 Secs. 16, 17, and 21, partly unsurveyed.
- Containing 215,056 acres, more or less.

Warning is hereby expressly given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

Any reservations or withdrawals heretofore made which affect the lands described above are hereby revoked.

Nothing herein shall prevent the movement of livestock across the lands included in this monument under such regulations as may be prescribed by the Secretary of the Interior and upon driveways to be specifically designated by said Secretary.

IN WITNESS WHEREOF, I have hereunto set my hand this twentieth day of January in the year of our Lord nineteen hundred and sixty-nine and of the Independence of the United States of America the one hundred and ninety-third.



[F.R. Doc. 69-899; Filed, Jan. 21, 1969; 10:31 a.m.]

Warning is hereby expressly given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

The Director of the National Park Service, under the direction of the Secretary of the Interior, shall have the supervision, management, and control of this monument as provided in the act of Congress entitled "An Act To establish a National Park Service, and for other purposes," approved August 25, 1916 (ch. 408, 39 Stat. 535, U. S. C., title 16, secs. 1 and 2), and acts supplementary thereto or amendatory thereof.

Nothing herein shall prevent the movement of livestock across the lands included in this monument under such regulations as may be prescribed by the Secretary of the Interior and upon driveways to be specially designated by said Secretary.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the seal of the United States to be affixed.

DONE at the City of Washington this 2d day of August, in the year of our Lord nineteen hundred and thirty-seven and of the Independence of the United States of America the one hundred and sixty-second.

FRANKLIN D. ROOSEVELT.

By the President:

CORDELL HULL.

The Secretary of State.

4. Capitol Reef

An Act to establish the Capitol Reef National Park in the State of Utah. (85 Stat. 639)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) subject to valid existing rights, the lands, waters, and interests therein within the boundary generally depicted on the map entitled "Boundary Map Proposed Capitol Reef National Park, Utah," numbered 158-91,002, and dated January 1971, are hereby established as the Capitol Reef National Park (hereinafter referred to as the "park"). Such map shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior.

(b) The Capitol Reef National Monument is hereby abolished, and any funds available for purposes of the monument shall be available for purposes of the park. Federal lands, waters, and interests therein excluded from the monument by this Act shall be administered by the Secretary of the Interior (hereinafter referred to as the "Secretary") in accordance with the laws applicable to the public lands of the United States.

SEC. 2. The Secretary is authorized to acquire by donation, purchase with donated or appropriated funds, transfer from any Federal agency, exchange, or otherwise, the lands and interests in lands described in the first section of this Act, except that lands or interests therein owned by the State of Utah, or any political subdivision thereof, may be acquired only with the approval of such State or political subdivision.

SEC. 3. Where any Federal lands included within the park are legally occupied or utilized on the date of approval of this Act for grazing purposes, pursuant to a lease, permit, or license for a fixed term of years issued or authorized by any department, establishment, or agency of the United States, the Secretary of the Interior shall permit the persons holding such grazing privileges or their heirs to continue in the exercise thereof during the term of the lease, permit, or license, and one period of renewal thereafter.

SEC. 4. Nothing in this Act shall be construed as affecting in any way rights of owners and operators of cattle and sheep herds, existing on the date immediately prior to the enactment of this Act, to trail their herds on traditional courses used by them prior to such date of enactment, and to water their stock, notwithstanding the fact that the lands involving such trails and watering are situated within the park: *Provided*, That the Secretary may promulgate reasonable regulations providing for the use of such driveways.

SEC. 5. (a) The National Park Service, under the di-

rection of the Secretary, shall administer, protect, and develop the park, subject to the provisions of the Act entitled "An Act to establish a National Park Service, and for other purposes", approved August 25, 1916 (39 Stat. 535) as amended and supplemented (16 U.S.C. 1-4).

(b) The Secretary shall grant easements and rights-of-way on a nondiscriminatory basis upon, over, under, across, or along any component of the park area unless he finds that the route of such easements and rights-of-way would have significant adverse effects on the administration of the park.

(c) Within three years from the date of enactment of this Act, the Secretary of the Interior shall report to the President, in accordance with subsections 3(c) and 3(d) of the Wilderness Act (78 Stat. 890; 16 U.S.C. 1132 (c) and (d)), his recommendations as to the suitability or nonsuitability of any area within the park for preservation as wilderness, and any designation of any such area as a wilderness shall be in accordance with said Wilderness Act.

SEC. 6 (a) The Secretary, in consultation with appropriate Federal departments and appropriate agencies of the State and its political subdivisions shall conduct a study of proposed road alignments within and adjacent to the park. Such study shall consider what roads are appropriate and necessary for full utilization of the area for the purposes of this Act as well as to connect with roads of ingress and egress to the area.

(b) A report of the findings and conclusions of the Secretary shall be submitted to the Congress within two years of the date of enactment of this Act, including recommendations for such further legislation as may be necessary to implement the findings and conclusions developed from the study.

SEC. 7. There are hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act, not to exceed, however, \$423,000 for the acquisition of lands and interests in lands and not to exceed \$1,052,700 (April 1970 prices) for development, plus or minus such amounts, if any, as may be justified by reason of ordinary fluctuations in construction costs as indicated by engineering cost indexes applicable to the types of construction involved herein. The sums authorized in this section shall be available for acquisition and development undertaken subsequent to the approval of this Act.

Approved December 18, 1971.

Legislative History

House Reports: No. 92-537 accompanying H.R. 8218 (Committee on Interior and Insular Affairs) and No. 92-685 (Committee of Conference).
Senate Report No. 92-157 (Committee on Interior and Insular Affairs).
Congressional Record, Vol. 117 (1971):

June 21, considered and passed Senate.

Oct. 4, considered and passed House, amended, in lieu of H.R. 8218.

Dec. 7, House agreed to conference report.

Dec. 9, Senate agreed to conference report.

(5) Capitol Reef National Park, Utah: Section 7 of the Act of December 18, 1971 (85 Stat. 739), is amended by changing “\$1,052,700 (April 1970 prices)” to “\$1,373,000 for development.”, and by deleting “for development, plus or minus such amounts, if any, as may be justified by reason of ordinary fluctuations in construction costs as indicated by engineering cost indexes applicable to the types of construction involved herein.” 16 USC 273f.

(6) Carl Sandburg Home National Historic Site, North Carolina: Section 3 of the Act of October 17, 1965 (82 Stat. 1154), is amended by changing “\$952,000” to “\$1,662,000”.

(7) Cowpens National Battlefield Site, South Carolina: Section 402 of the Act of April 11, 1972 (86 Stat. 120), is amended by changing “\$3,108,000” to “\$5,108,000”.

(8) De Soto National Memorial, Florida: Section 3 of the Act of March 11, 1948 (62 Stat. 78), as amended, is further amended changing “\$3,108,000” to “\$5,108,000”. 16 USC 450dd note.

(9) Fort Bowie National Historic Site, Arizona: Section 4 of the Act of August 30, 1964 (78 Stat. 681), is amended by deleting “\$550,000 to carry out the purposes of this Act.”, and inserting in lieu thereof: “\$85,000 for land acquisition and \$1,043,000 for development”.

(10) Frederick Douglass Home, District of Columbia: Section 4 of the Act of September 5, 1962 (76 Stat. 435), is amended by changing “\$413,000” to “\$1,350,000”.

(11) Grant Kohrs Ranch National Historic Site, Montana: Section 4 of the Act of August 25, 1972 (86 Stat. 632), is amended to read as follows: “SEC. 4. There are authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act, but not to exceed \$752,000 for land acquisition and not to exceed \$2,075,000 for development.”; the additional sums herein authorized for land acquisition may be used to acquire the fee simple title to lands over which the United States has acquired easements or other less than fee interests.

(12) Guadalupe Mountains National Park, Texas: Section 6 of the Act of October 15, 1966 (80 Stat. 920), is amended by changing “\$10,362,000” to “\$24,715,000”, and by adding the following new sentence at the end of the section: “No funds appropriated for development purposes pursuant to this Act may be expended for improvements incompatible with wilderness management within the corridor of the park leading to the summit of Guadalupe Peak.”. 16 USC 283e.

(13) Gulf Islands National Seashore, Florida-Mississippi: Section 11 of the Act of January 8, 1971 (84 Stat. 1967), is amended by changing “\$17,774,000” to “\$24,224,000”, and by deleting the phrase “(June 1970 prices) for development, plus such amounts, if any, as may be justified by reason of ordinary fluctuations in construction costs as indicated by engineering cost indices applicable to the types of construction involved herein.”, and inserting in lieu thereof “for development.”. 16 USC 4592h-10.

(14) Harper's Ferry National Historical Park, Maryland-West Virginia: Section 4 of the Act of June 30, 1944 (58 Stat. 645), is amended further by changing “\$8,690,000” to “\$12,385,000”. 16 USC 450bb note.

(15) Hubbell Trading Post National Historic Site, Arizona: Section 3 of the Act of August 28, 1965 (79 Stat. 584), is amended by changing “\$952,000” to “\$977,000”. 16 USC 461 note.

Clemson University

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